





THE MYSORE BLUE BOOK JOURNAL

BANGALORE :

PRINTED AT THE MYSORE GOVERNMENT PRESS

THE MYSORE BLUE BOOK JOURNAL

Vol. IV. No. 1.]

[1919-20.

Introduction.

This issue contains the Dewan's Address to the Representative Assembly during the last Dasara Session. It is the first formal pronouncement of Sirdar M. Kantaraj Urs, C.S.I., after his assumption of office as Dewan and judging from it, Retrenchment and Reform, Consolidation and Caution in Progress would appear to be his watchwords.

An appeal for public co-operation in Administration and social amelioration and an active attempt to enlarge the scope for non-official influence in administration are also characteristic features of the Address.

The Address itself refers to most of the orders contained in the following pages, and an elaborate introduction would appear unnecessary.

* * *

The Financial Review and Forecast requires, however, special mention.

In order to bring out in relief the characteristic features of the last decade, a few figures are extracted below:—

Revenue (In thousands of rupees.)

	1909-10	1919-20 (Budget)	Increase
I. Land Revenue ...	103,28	111,57	8%
II. Forest ...	18,58	47,45	155'3%
III. Excise ...	41,63	70,00	68'1%
IV. Stamps ...	7,88	13,00	64'9%
VI. Registration ...	1,60	2,49	55'6%
XXIV. Railways (net) ...	5,28	12,52	137'1%
XXVI. Cauvery Power Scheme...	9,35	14,26	52'5%

Expenditure (In thousands of rupees.)

General Administration ...	8,04	13,17	63'8%
Courts of Law ...	7,57	10,67	40'9%
Police ...	8,80	13,12	49%
Education ...	9,88	41,74	322'4%
Agriculture ...	2,24	6,62	195'5%
Co-operative Societies ...	16	1,02	537'5%
Grants for Public Improve- ments ...	2,73	10,60	288'2%

* * *

The provision of substantial reserves under the Financial Settlement Scheme has placed the ordinary financial position of the State practically free from any serious anxiety, but a temporary deficit of some magnitude has occurred owing to the rise in exchange and the consequent loss on the revenues of the State, which are realised in England. This loss which was estimated at about 10 lakhs of rupees at the time the Review was issued would now approximate 20 lakhs.

*

*

*

A forecast of Government's future financial policy is given in the following terms:—

“It is necessary to add immediately to the State's revenues by additional taxation and also by improving the income from Productive works. Income-tax, revision of local taxes, revenue re-settlements which are long over-due and levy of an educational cess are the chief sources from which new tax-revenue may be expected. Pushing on major irrigational schemes and improving receipts from railways and industries pioneered by Government should chiefly be the means of increasing non-tax revenues.

“There are also measures of retrenchment which should receive attention. New Departments or new branches of old departments, *e.g.*, Railways, Industries and Commerce, Economic Conference, Efficiency Audit Department, some of which are still on a temporary footing, require to be closely examined with a view to effect as much reduction as may be practicable without sacrificing efficiency. There are also several temporary establishments which have to be scrutinised before deciding what part of them should be made permanent and pensionable. It is also necessary to stop for the next three years further general re-organisation of departments which have had their share of attention during the last few years.

“In the department of Education, however, larger expenditure than what is provided for in the forecast may become necessary and the funds required therefor have to be found as the expenditure is both beneficent and obligatory.

“The programme of capital expenditure requires to be scrutinised with great care to ensure that only such works as are clearly of a productive character are taken up, that commitments are undertaken only as far as the resources available for financing them permit, that sanctioned estimates are adhered to and that the anticipated return is realised.”

PART I.--Orders of Government (Mysore.)

FINANCIAL.

Memorandum on the Finances of the State.

The following Memorandum on the finances of the State is published for general information.

FINANCIAL REVIEW AND FORECAST.

In his address to the Budget Session of the Representative Assembly held in April 1919, the Offg. Dewan (Mr. A. R. Banerji, I.C.S., C.I.E.) observed as follows:—

“I think our resources require watching and our expenditure a more detailed scrutiny. I hope to carefully study the whole question in all its aspects and place before the general public a forecast of the future financial policy for the next five years after examining all our needs and ascertaining our assets and liabilities. In preparing the forecast, a careful examination of the present financial position is necessary with due regard to simplicity and candour. I propose to have a decennial review up to the present official year published at an early date with a quinquennial forecast for the period ending with 1923-24.”

2. The last review of the finances of the State was made by Mr. J. S. Chakravarti, Financial Secretary, for the quinquennium ending with 1908-09. In March 1917, Mr. K. L. Datta, Retired Accountant-General of the British Service who had been engaged to examine and suggest improvements in the system of accounts and finance of the State, submitted a report regarding a scheme of Financial Settlement after examining the position for a period of ten years beginning with 1906-07. Three years have elapsed since the close of the decade covered by his report and another detailed examination has become necessary.

3. The present report consists of two parts. Part I contains a review of the finances of the decennium commencing with 1909-10 and Part II, a forecast for the quinquennium beginning with 1919-20.

PART I.—REVIEW OF TEN YEARS' FINANCES.

Section A.—General Review.

[NOTE.—Unless otherwise stated, the figures represent thousands.]

4. The progress of revenue and expenditure may be examined from two points of view, namely (1) of transactions by major heads of account as in Statement A and (2) transactions grouped according to Financial Settlement as shown in Statement B. (Statements omitted here.)

5. *Progress of Revenue.*—Statement A shows the actuals for nine years from 1909-10. Comparing the first and the last years of this period it will be seen that there has been a growth of about 96 lakhs. To this improvement the principal heads of Revenue have contributed a little over 53 lakhs and the Productive Works nearly 30 lakhs. Forest and Excise have shewn substantial improvement while the other principal heads of Revenue except Miscellaneous Taxes, only a moderate growth. The falling off under Miscellaneous Taxes is due to the surrender to District Boards of the revenue from Mohatarfa. Under Productive Works, Railways have added 9 lakhs. The revenue from the Cauvery Power Scheme has also shewn a satisfactory improvement. Three new important sources of revenue have been added in the decade and these are—(1) Surplus Revenue from the Assigned Tract, (2) Krishnarajasagara Works and (3) Sandal Oil Factories.

6. *Progress of Expenditure.*—Here again, comparing the figures in the first and the last years of the period of actuals, it will be seen that the growth of expenditure including reserves and unspent balances transferred to the credit of departments under the scheme of Financial Settlement, amounted to about 119 lakhs. Making allowance, however, for a sum of 45 lakhs added to departmental balances and reserves in 1917-18, the increase of expenditure has been less than the growth of revenue.

Expenditure under all groups except Moral and Material Development and Local Self-Government, shews only a moderate growth. These two groups show appreciable increases amounting to 27 and 6 lakhs respectively and this additional expenditure for the purposes classified under these groups is a welcome feature of the finances of the decade. The organization of the Economic Conference and the formation of the Department of Industries and Commerce to stimulate the economic development of the country are important items of new charges appearing in the decade.

Extraordinary Expenditure.—His Highness the Maharaja's contribution on account of the War amounted to 74.03 lakhs and this is shewn as extraordinary expenditure.

7. *Financial Settlement.*—Before proceeding further, it is necessary to explain briefly the scheme of Financial Settlement. The object of this Settlement is to limit the growth of expenditure to the resources available and also to distribute the resources among the various departments according to a well regulated programme of mea-

asures necessary for purposes of progress and advancement in all directions.

8. The two essential features of the Settlement are the following :—

(1) *Departmental Settlement*.—The whole of the administration is divided into four groups of revenue-producing departments, namely :—

- i. The Principal Heads of Revenue ;
- ii. Surplus Revenue of the Assigned Tract ;
- iii. Mining Revenue, after deducting the contribution to the Capitalization Fund and the cost of supervision of Mines and other connected charges ; and
- iv. Interest and Productive Works, (Revenue Account) *i.e.*, net Interest receipts and net receipts from Railways, Cauvery Power Scheme, Krishnarajasagara Works, Industrial Works and Kolar Gold Fields Water-Supply ;

and eight groups of spending departments, namely :—

- i. Direct demands upon Revenue,
- ii. Palace,
- iii. Civil Administration,
- iv. Protection and Army,
- v. Subsidy,
- vi. Public Works,
- vii. Local Self-Government, and
- viii. Moral and Material Development.

(2) *Financial Reserves*.—Provision is made for the reserves necessary for the financial stability of the State.

9. *Departmental Settlement*.—The general principles of the scheme are :—

(1) A standard of the normal annual revenue of the State under each major head has been determined and after providing for the reserves necessary for the financial stability of the State, the balance of revenue is allotted to the different departments for meeting their present scale of expenditure as well as their immediate requirements for improvements.

(2) The different departments will get these amounts as annual assignments, as also a definite share of growth of revenues in accordance with their relative importance, in order to enable them to meet the normal growth of their expenditure necessitated by the growing needs of the administration, the departments classified under the group Moral and Material Development getting the largest share. If there is an actual decrease in the revenue in any year, the deficiency will have to be met by the departments at the rates of growth of revenue allotted to them by reduction of their expenditure in different directions.

(3) A *pro forma* account for groups of departments will be kept and in it each group will be credited with its initial assignment for expenditure and its share of the growth of revenue under the Scheme, and it will be debited with the actual expenditure incurred,

the unspent balance, if any, being carried forward from year to year, so that, schemes for additional expenditure may be considered with reference to the resources available for the groups concerned. Each group will thus be in a position to know to what extent additional expenditure can be incurred to improve its efficiency, and schemes sanctioned for one group will not interfere with schemes for other groups.

(4) The allotments made to the different groups, which are not actually spent during the year, will be charged off the revenue account of each year under the head 'Unspent allotments added to departmental balances.' Similarly, when expenditure is incurred from past accumulations of a group, the excess over the allotment for the year will be deducted from the total expenditure of the year under the head "Expenditure met from departmental balances." The unspent allotments or expenditure met from past balances will not thus affect the revenue surplus or deficit of the year concerned.

10. *Financial Reserves*.—According to the Settlement, only a part of the revenues derived from the Gold Mines will be applied to-

Mining Revenue Capitalisation Fund.

towards meeting the ordinary expenditure of the State, while 60 per cent of them will be set aside to form a fund which, accumulating at

compound interest, will in a short period amount to a sum sufficient to yield an annual income equal to the portion of revenue from the

Famine Reserve.

Gold Mines used for meeting the ordinary requirements of the State. The Scheme also

provides for a larger reserve of 5 lakhs in lieu of 2 lakhs per annum for meeting the expenditure and the loss of revenue which will devolve on the State should it have the misfortune to be visited by a famine. Provision is also made for some other special reserves which are necessary to secure financial stability, namely, (1) a reserve of 9 lakhs per annum to meet the interest on capital expenditure during

Reserve for Interest on Capital Expenditure.

the construction of Productive Works and the losses inevitable during the first few years after their construction, (2) a sinking fund

Sinking Fund.

payment of 2 lakhs per annum for capital expenditure met from borrowed funds, (3) a reserve of 5 lakhs for meeting a part of the capital

Irrigation Capital Reserve.

expenditure on irrigation works which usually take a longer time to yield their full return than railways and industrial works and (4) a

Special Reserve for non-recurring expenditure.

reserve of 3½ lakhs per annum to meet special charges which, though not recurring annually, have to be incurred at periodical intervals.

11. *Review of financial position by Groups of Departments*.—That the increase of expenditure in the decade has been within the growth of revenue is also indicated in Statement B which shows the distribution of the resources and the demands upon them according to the scheme of Financial Settlement. Comparing the figures in the first and the last years of the period of actuals it will be seen that while the improvement in net revenue was 77 lakhs the increase in

expenditure in the same period was 101 lakhs. This increase, however, includes a sum of about 19 lakhs representing the enhanced provision made on account of reserves and a sum of 26 lakhs added to credit departments as unspent balances.

12. *Financial policy in the decade.*—The broad features of the financial policy in the decade may be summed up as follows:—

The resources of Local Bodies were substantially augmented by the transfer to them of the proceeds of Mohatarfa Taxes and of the revenue of the Local Fund General which was abolished and large grants were also allowed for various measures, *e.g.*, Malnad and Village Improvements and Rural Water Supply. The claim of the State to the Surplus Revenue of the Assigned Tract was urged and the Government of India were pleased to concede it. The arrears amounting to about 39½ lakhs were received in the years 1913-14 and 1914-15 and appear as extraordinary receipts. The non-tax revenues of the State were increased by the extension of the Scheme of Cauvery Power Works, the construction of the Krishnarajasagara Works and the opening of the Sandal Oil Factories. By the construction of new lines of railway further addition to such revenues is also ensured. The Krishnarajasagara Works will also bring in additional land revenue by extension of irrigation. The organization of the Economic Conference and the creation of the Department of Industries and Commerce have tended to add to the resources of the people and to the non-tax revenue of the State. Financial help in the form of loans was afforded to people desirous of starting industrial concerns or of using mechanical appliances in agricultural operations. The Mysore University was formed and large grants were given for the advancement of education in every grade. Most of the services were re-organized for the efficient performance of the growing volume of administrative work and also to afford relief to the low paid staff on account of rise in prices of necessities of life.

13. *Capital Works.*—The capital account of the decade, *vide* Statement A.—is a satisfactory record of continuous development throughout the period. In one year, 1914-15 the outlay on Productive Works was about 90 lakhs. The total expenditure during the decade on Productive Works was as large as 354 lakhs. Much of this expenditure has already begun to pay as the increase in the revenue from Productive Works shows and the rest will bring in its return in due course. It may be noted that the entire programme of capital works in the decade was financed, not from the proceeds of any loans directly borrowed for the purpose, but partly from the proceeds of sale of securities in which past savings and the disposable balances of Insurance, Savings Bank, and other deposits had been invested, and partly from the current surpluses and the annual accretions to deposit funds. The policy of forming financial reserves adopted in the closing years of the decade also largely helped in financing the capital programme.

14. *Assets and Liabilities.*—The Assets and Liabilities of the State as they stood at the commencement and the close of the decade are shown in Statement C.

The assets consist of (1) Cash and Investments, (2) Advances and Loans, and (3) Capital outlay on Productive Works. In ten years the State has increased its assets in the form of Productive works by 354 lakhs.

The liabilities consist of—(1) Public Loans raised, (2) Savings Bank deposits, Insurance and other like funds carrying interest, (3) Balances of Banking accounts of Local Funds, (4) Revenue, Judicial and other deposits, (5) Reserve and Depreciation Funds and (6) Miscellaneous.

The only loan liabilities are the Rupee Loan of 20 lakhs raised in 1906-07 and the Sterling Loan of £1,200,000, raised in 1886. The redemption of both these loans has been provided for by forming sinking funds. The fund for the latter loans invested in Government of India securities held by the Controller of Currency, Calcutta amounted on 30th June 1919 to 101.35 lakhs and it will accumulate and be sufficient to redeem the loan in 1936. The sinking fund for the Rupee Loan which will be completed in the next year is included in the general investments of the State.

The Famine Insurance Fund of nearly 39 lakhs is also held in securities which can be sold at any time.

It will be seen that the assets in the form of cash and of investments convertible into cash at any moment are sufficient to meet all reasonable demands on account of Savings Bank and other deposit funds.

The requirements of productive concerns like the Cauvery Power Scheme calling for heavy periodical renewals and replacements have been met by Depreciation Fund Reserves. These and other Reserve Funds formed under the Financial Settlement by contributions from annual revenues are liabilities only in the sense that they are earmarked for particular purposes.

Section B.—Detailed Review by Major Heads.

15. The progress of revenue and expenditure may now be reviewed in detail by Major Heads. This section of the report will not only contain a review of the finances of the decennium ending with 1918-19, but will also indicate the standard of revenue and the present scale of expenditure as well as the anticipated annual growth of revenue and expenditure under each head for the succeeding quinquennium.

I and 1—Land Revenue.													
	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
RECEIPTS.													
1. Assessment on lands ...	96,12	97,28	96,89	95,33	95,93	92,96	96,72	99,36	97,66	...	...	...	...
2. Quit rent of minor Inam villages including Kayam-gutta.	5,06	5,42	5,71	5,21	5,38	4,74	5,07	5,60	5,31	...	...	...	...
3. Miscellaneous ...	3,86	4,10	3,90	4,47	4,08	4,14	4,59	5,38	6,04	...	...	...	...
4. Deduct—													
(i) Refunds ...	1,58	1,58	1,54	1,58	1,51	1,46	1,50	1,38	1,53	...	...	...	...
(ii) Malnad land Inam payments.	18	13	14	15	12	13	12	13	13	...	...	...	...
Total ...	103,28	105,09	104,82	103,28	103,76	100,25	104,76	108,83	107,35	99,18	111,57	107,00	1,00
EXPENDITURE.													
1. Revenue Commissioner ...	59	55	39	53	53	51	52	58	54	...	...	...	...
2. Charges of District Administration.	9,01	8,91	9,11	8,81	9,07	9,47	9,61	9,85	9,96	...	...	...	...
3. Remuneration to Shanbhogs and Patels.	7,62	8,59	8,15	7,38	8,51	7,40	8,34	8,23	8,19	...	...	...	...
4. Revenue Survey and Settlement Department.	1,52	1,56	1,49	1,46	1,37	1,20	1,24	1,42	1,69	...	...	...	...
5. Inam Department ...	4	4	4	4	4	4	4	3	3	...	...	...	...
Total ...	18,78	19,65	19,18	18,22	19,52	18,62	19,75	20,11	20,41	22,00	22,84	22,00	50

Receipts.—The total revenue in the first five years of the decade was more or less stationary. In the 6th year

Year.	Rs.	
1909-10 ..	102,89	there was a set back owing to the prevalence of
1910-11 ..	102,12	plague and general depression of trade caused by
1911-12 ..	103,62	the War. In the next three years there were both
1912-13 ...	105,42	recovery and improvement. In 1918-19 there
1913-14 ..	106,02	was again a very large reduction owing to the
1914-15 ..	106,09	unfavourable agricultural situation. The trien-
1915-16 ..	106,45	nium ending with 1917-18 may be assumed to
1916-17 ..	108,36	be a period of normal seasonal conditions and
1917-18 ..	108,92	the average based upon the collections in that
1918-19 ..	108,55	period may be adopted for fixing the standard.

This average is 107 lakhs. The net demand during the decade noted in the margin also supports the standard. It will be seen that the average net demand in the last three years was about 103.60 lakhs, and making allowance for drawbacks and assignments amounting to 1.60 lakhs the standard of net revenue will be 107 lakhs as calculated on the basis of actuals as well.

According to the calculations made by Mr. Datta the annual growth of revenue under this head was 60. Since that estimate was framed, large extents of land treated as Amrut Mahal kavals and date groves have been thrown open for cultivation. Expansion of wet cultivation under the Krishnarajasagara Irrigation Works will also add to this revenue. In view of these considerations the estimate of annual growth may be one lakh. Quick disposal of darkhasts, cultivation of areas under the Vanivilasa Sagara and growth of revenue due to resettlements may perhaps justify a higher estimate.

Expenditure.—The charges on account of remuneration to Shanbhogs and Patels depend on the collection of revenue and the extent to which claims happen to remain unadjusted at the end of any particular year. The rapid rise in the charges of Revenue Survey and Settlement during the last three years is due to the activities of the department in re-survey and re-settlement work which was overdue and to the strengthening of the establishment for the purpose. The rise under other heads during the last few years is due to the re-organisation of District and Taluk establishments and to the increase in the cadre of Assistant Commissioners to afford relief to Deputy Commissioners in heavy districts.

For fixing the standard of expenditure the charges in the last year of the decennium, making allowance for any special charges which are included in them, generally furnish the best guide. The standard may be taken at 22 lakhs. Judged by the Budget of 22.84 lakhs for 1919-20 which includes about $\frac{3}{4}$ of a lakh for some special, temporary, and non-recurring charges it will be seen that the standard proposed is reasonable.

The annual growth of expenditure under this head calculated by Mr. Datta is 15. There are some measures of reform and re-organisation which require early attention and it is desirable to provide for a larger growth than that assumed by him. The annual growth may roughly be taken as 50.

II and 2—Forest.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
RECEIPTS.													
1. Sandalwood	9,32	11,75	12,49	22,88	20,63	3,15	17,82	28,91	28,08	..	..	..	..
2. Timber and other produce removed by Government Agency.	3,36	3,30	4,02	3,81	5,01	13,13	8,26	7,04	6,89	..	..	..	..
3. Timber and other produce removed by private Agency.	4,48	5,47	5,27	5,70	6,75	6,09	6,35	8,74	8,85	..	..	..	..
4. Miscellaneous	1,43	44	27	55	1,59	30	32	29	61	..	..	..	..
Total 2 to 4	9,27	9,21	9,56	10,06	13,35	19,52	14,93	16,07	16,35	..	..	..	..
5. Deduct—Refunds	1	5	1	1	2	6	2	2	..	..	..	..	..
Grand Total	18,58	20,91	22,04	32,93	33,96	22,61	32,73	44,96	44,43	34,15	47,45	41,25	80
EXPENDITURE													
1. Conservancy and works	470	3,82	4,08	3,91	5,57	8,26	5,68	5,49	5,95	..	..	..	..
2. Establishment	..	..	..	..	3,46	3,43	3,42	3,89	4,42	..	..	..	..
3. Forest school	..	3,11	3,06	3,05	..	..	..	..	14	..	..	..	..
4. Game preserve staff	..	..	..	..	4	10	10	11	11	..	..	..	..
Total	7,72	6,93	7,14	6,96	9,07	11,79	9,20	9,49	10,62	12,00	11,45	11,25	42

Receipts.—The large fluctuations from year to year are due to several causes. The marked increase of over 10 lakhs in Sandalwood revenue in the year 1912-13 was due to rapid rise in the price of wood. In the year 1914-15, however, the European War temporarily affected the sandalwood market, and this accounts chiefly for the exceptionally low receipts in that year. The further increase since 1916-17 is mainly due to the steady demand created by the establishment of the Sandal Oil Factories at Bangalore and Mysore and to the increased price of wood. As regards other Forest revenue,

the figures show steady growth, the large increase in 1914-15, being due to the supply of sleepers to the Mysore Railway department on a large scale. Comparing the actuals in the first and the last years included in the decernium the growth is about 139% including sandalwood or 76% excluding sandalwood.

The standard in the Financial Settlement counted on the factories consuming 2,000 tons. This expectation, however, has not been realised. For purposes of the standard, the annual supply of sandalwood to the factories may be taken as 1,500 tons. The conditions of tangadi bark leases for 1918-19 and 1919-20 are exceptional, but a part at least of the improvement may be expected to repeat. On these assumptions the total standard under this head may be taken at 41.25 lakhs.

The sale of sandalwood to the public has been stopped and until a larger quantity than 1,500 tons is consumed by the factories, it is not possible to anticipate any growth of revenue from sandalwood.

As regards other forest produce, the annual growth may be taken at 80 based on the average of the actuals for the whole period included in the decennium.

Expenditure.—Corresponding to the variations in receipts there have been fluctuations on the expenditure side. The figures for 1909-10 and 1913-14 include special charges due to Khedda operations during the Viceregal visits in those years. The large increase under 'Conservancy and Works' in 1914-15 was on account of heavy timber operations for supply of sleepers to the Railway department. Establishment charges have also increased during the decennium. The Revised for 1918-19 includes specially large outlay on timber operations for supply of sleepers to the Railway department. Making allowance for this, the standard may be fixed at 11.25 lakhs. The Budget of 11.45 lakhs in which a special item of 30, on account of Khedda operations, is included, supports the calculation of the standard.

The annual growth of revenue taken above is 80 and in view of this, the growth of expenditure of 42 calculated by Mr. Datta may stand. The department has been re-organised and no large addition on account of establishment charges need be allowed.

III AND 3.—EXCISE.

Proposed	Rate of annual growth		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10			
	Standard															
RECEIPTS.																
1. Arrack	28,38	27,33	26,45	25,07	25,64	23,74	21,11	20,53	21,05	...	...
2. Toddy	30,57	28,61	27,62	27,32	24,23	22,26	19,92	19,23	20,03	...	...
3. Ganja and majum	2,55	2,31	1,95	1,75	1,35	1,22	96	1,25	24	...	...
4. Opium	72	72	58	58	51	48	40	51	40	...	...
5. Other receipts	94	87	61	58	46	40	42	40	32	...	...
6. Deduct—Refunds and assignments	90	62	1,15	45	58	65	1,34	20	41	...	...
Total	...	68,00	70,00	65,07	62,26	59,22	56,06	54,85	51,61	47,45	41,47	41,72	41,63	...	...
EXPENDITURE.																
1. Superintendence	47	40	41	40	27	29	37	38	33	...	...
2. District Executive Establishment.	3,02	3,02	2,89	3,03	3,05	2,97	2,94	2,95	2,84	...	...
3. Distillery Establishment	7	1	—2	2	2	3	5	—4	—2	...	...
Total	...	4,06	0	3,75	3,56	3,43	3,28	3,45	3,34	3,29	3,36	3,29	3,15	...	...
															5	

Receipts.—This is a progressive head of revenue and the progress is steady, the increase in gross revenue in the decade being 61·2 per cent. The standard may be taken at 68 lakhs allowing a growth of 3 lakhs over the Revised of 65.

The annual average growth is about 3 lakhs. In view, however, of the policy of local option and the consequent possible reduction in the number of shops, it is not safe to assume this annual rate of growth which previous experience may warrant. The annual growth may be taken at 2 lakhs as taken by Mr. Datta also.

Expenditure.—The variations are not large and do not call for any remarks. The revision of the rates of pay of the subordinate staff of the department is a pressing measure and some provision on this account has been included in the Budget. For the standard, the Budget figure, *viz.*, 4.06 lakhs may be adopted. If the re-organisation should require larger expenditure than that for which provision is included in the Budget, the excess can be met from the share of annual growth of revenue to which this group is entitled under the Financial Settlement. After providing for the re-organisation of the department the demand on account of additional annual expenditure will not be much and the growth of expenditure of 5 allowed in Mr. Datta's calculation is sufficient.

IV.—MISCELLANEOUS TAXES.

	Receipts.	Proposed		Rate of annual growth
		Standard	1919-20 Budget	
		30	32	..
		32	32	..
		35	35	..
		3.03	3.03	..
		2.86	2.86	..
		2.79	2.79	..
		2.91	2.91	..
		2.87	2.87	1
		2.98	2.98	..
		3.06	3.06	..
		3.02	3.02	..
		Total	..	..
	1. Mohatarfa in rural tracts...	2.00	2.00	..
	2. Assessment on vacant sites.	89	89	..
	3. Excise duty on Cotton Manufactures.	13	13	..
	Deduct—Refunds	..	..	..

Receipts.—There are no receipts under minor heads 1 and 2 since 1917-18, owing to the surrender of Mohatarfa to Local Bodies, as already stated. The improvement under minor head 3 is due to increased output of cotton goods. The standard may be taken at 30. There are no important items of a progressive character included under this head and no appreciable growth can therefore be anticipated.

V AND 5.—STAMPS.

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10	
	Standard	Rate of annual growth												
1. General Stamps	5,34	5,02	4,72	4,56	4,50	4,04	3,79	3,48	3,55	RECEIPTS.
2. Court Fee Stamps	6,60	6,15	5,90	5,50	5,36	4,90	5,05	4,48	4,36	...
3. Stamped paper for copies	47	44	45	46	43	13	...	...	...	...
4. Plain paper for Court purposes	9	9	8	9	7	7	7	7	8	...
5. Duty on impressing unstamped and insufficiently stamped documents.	15	11	15	8	16	13	10	10	6	...
6. Fines and Penalties and Miscellaneous.	18	16	15	15	14	15	14	12	11	...
7. Deduct—Refunds	48	46	45	40	37	37	30	28	28	...
Total	13,00	43	13,00	12,60	12,35	11,51	11,00	10,44	10,29	9,05	8,85	7,97	7,88	...
EXPENDITURE.														
1. Superintendence including cost of water-marked paper.	41	35	4	3	3	2	3	3	3	...
2. Stamp Manufactory	17	5	7	19	18	34	7	14	14	...
3. Discount on sale of plain paper for Court purposes, stamp papers and labels.	31	29	29	27	28	25	23	21	21	...
Total	65	5	1,13	1,00	77	69	40	49	49	61	33	38	38	...

Receipts.—This revenue is steadily progressing and the growth during the decennium is about 59%. The standard may be taken at

the budget figure of 13 lakhs. The annual growth may be fixed at 43, as the calculation of growth made by Mr. Datta still holds good. This head ought, however, to show a larger increase under rigid enforcement of the Stamp Laws.

Expenditure.—The standard may be fixed at 65. Mr. Datta provided 3 for a growth of expenditure only under Discount and cost of paper. Some additional cost may be found necessary for improving this revenue and adding 2 on this account the annual growth may be fixed at 5.

VI AND 5.—REGISTRATION.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Standard	Rate of annual growth
RECEIPTS.													
1. Registration and other fees ...	1,61	1,62	1,85	1,81	2,03	2,01	2,10	2,27	2,38	2,39	2,49	2,50	...
Fees for registration of Companies. ...	...	1	...	2	1	1	...	1	1	...	...	...	...
2. Deduct—Refunds ...	1	1	1	4	...	...	1	1	1	...	...	...	...
Total ...	1,60	1,62	1,84	1,79	2,07	2,02	2,09	2,27	2,38	2,39	2,49	2,50	8
EXPENDITURE.													
1. Superintendence ...	8	8	8	8	8	8	9	9	9	...	...	...	...
2. District Charges ...	75	75	75	77	80	82	83	87	97	...	...	...	...
Total ...	83	83	83	85	88	90	92	96	1,06	1,30	1,22	1,25	3

Receipts.—The rise is steady, the increase during the decennium being 50%. The standard may be taken at 2½ lakhs which is about the Budget.

The average rate of growth of this revenue during the last ten years has been about 8 at which the future growth may also be assumed.

Expenditure.—The increase during the latter part of the decennium is due to additional sub-registry offices having been opened and to the re-organisation of the subordinate staff of the department. The standard may be based on the budget of 1,22 with an addition of 3 on account of some measures in contemplation for improving the organisation of the department. The future annual growth of expenditure may be taken at 3.

VII.—SURPLUS REVENUE OF ASSIGNED TRACT.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
RECEIPTS.													
Surplus Revenue of Assigned Tract	30,00*	9,23*	1,10	10,02	...	9,28	2,00	2,00	...

*Extraordinary Receipts:

The claim of the Mysore Government to this surplus was recognised by the Government of India in 1913 and the arrears from 1884-85 to end of March 1911 were paid partly in the year 1913-14 and partly in 1914-15. The amount shown under 1916-17 represents the arrear payments due for the period from April 1911 to March 1916 after deducting the amount received in 1915-16, and that shown under 1918-19 is the amount for two years ending with March 1918. According to the existing arrangement for the calculation of this surplus we may fix the standard at two lakhs.

VIII. AND 6 & 7—MINING ROYALTY AND LEASES AND CHARGES DEBITABLE THERETO.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
RECEIPTS.													
Royalty ...	16,40	18,06	19,08	19,26	18,98	18,81	19,94	17,98	16,32	...	...	...	...
Other receipts ...	12	8	11	10	5	3	7	6	22	...	...	...	...
Deduct—Refunds ...	41	15	17	15	14	9	1	44	30	...	...	...	...
Total	16,11	17,99	19,02	19,21	18,89	18,75	20,00	17,60	16,24	15,30	15,52	14,52	...
EXPENDITURE.													
Capitalisation Fund ...	...	...	...	...	...	...	...	9,27	8,72	8,07	8,14	}	
Supervision of mines and other charges	...	...	...	...	...	...	...	...	...	...	...
(a) supervision ...	...	...	...	...	...	...	...	...	...	...	...	...	...
Moiety of salary of Director	...	...	...	...	...	...	...	...	...	...	...	...	...
Inspection ...	...	...	...	...	...	...	...	...	...	...	...	...	...
(b) Other charges	42	33	40	38	43	46	49	50	48	...	...	...	...
Total	1,10	1,07	1,05	1,14	1,19	1,20	1,17	1,28	1,23	...	...	...	...
7. Total	1,52	1,40	1,45	1,52	1,62	1,66	1,66	1,78	1,71	1,95	1,97	...	...
Grand Total of 6 and 7	1,52	1,40	1,45	1,52	1,62	1,66	1,66	11,05	10,43	10,02	10,11	10,00	...

Receipts.—The revenue during the first 7 years of the decennium was on the whole steadily progressing. From 1916-17 however, there has been a perceptible falling off, attributable chiefly to two causes; *viz.*, (1) reduction in the out-put of some mines and (2) the rise in exchange. The Budget for 1919-20 is based upon the present level of out-put of the mines and on the exchange of 1s. 6d. the rupee. It is not safe to assume any larger out-put than what forms the basis of the Budget. The rate has since risen to 1s. 10d. and the calculation has to be based on it, if not at 2s., to which it threatens to rise. The standard may be taken at 14,52 and no growth anticipated.

Expenditure.—Taking the supervision charges on the present scale and calculating the contribution to the Capitalisation Fund at 60% of the net revenue from the Gold Mines, the standard of expenditure may be fixed at 10 lakhs in round figures.

IX AND 9.—INTEREST.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
RECEIPTS.	1. Interest on loans	1,40	1,12	3,82	1,26	1,06	1,06	92	91	63	81	80	...
	2. Do arrears of Revenue	36	39	32	34	31	40	50	45	37	37	40	...
	3. Do Investments	4,56	6,48	7,72	13,37	14,20	9,11	6,70	11,97	7,88	6,63	6,00	...
	4. Do Capital and advances for Sandal Oil Factories	...	...	...	...	...	...	...	25	34	40	40	...
	Total	6,32	7,99	11,86	14,97	15,57	10,57	8,12	13,58	9,22	8,21	7,60	...
EXPENDITURE.	1. Interest on ordinary debt	59	71	1,12	78	84	1,68	1,21	94	90	82	1,00	...
	2. Do other obligations	3,02	3,15	3,24	3,48	3,61	3,59	5,31	6,82	7,76	8,67	8,50	...
	Total	3,61	3,86	4,36	4,26	4,45	5,27	6,52	7,76	8,66	9,49	9,50	50
	

Receipts.—The receipts in 1912-13 on account of Interest on loans included arrears of interest due on the special loan of 12 lakhs by the Bikanir State and of 3 lakhs by the Spinning and Manufacturing Company. The first loan was completely repaid by 1915-16, and

the first of the three instalments of the second were paid in 1918-19. The figures under 'Interest on arrears of revenue' do not show any marked variation. The receipts from Interest on investments have fluctuated with the purchase of Government of India securities in some years and sales of these securities latterly to finance capital works. The receipts under the minor head 4 represent the interest charged to the two Sandal Oil Factories on account of funds given to them for capital expenditure and advanced for working charges.

The standard under minor heads 1 and 2 may stand at 80 and 40 respectively. The holding in securities will be reduced to about 100 lakhs, the minimum required against liabilities to be provided for and the standard of revenue under the minor head 3 may be 6 lakhs, calculating interest on the said holding of 100 lakhs and on some other minor investments. The standard of the fourth minor head may be taken as in the Budget at 40. None of the heads is likely to show any appreciable increase and no annual growth can be anticipated.

Expenditure.—Under the first head, the actuals of 1915-16 include a special item of 90 on account of interest on a temporary loan of 25 lakhs taken from the Madras Bank and another of 6½ lakhs from the Mysore Bank. The only permanent debt of the State, the interest on which appears under this head is that of 20 lakhs and the interest charge on it amounts to 80 at 4 per cent per annum. As it is proposed to convert it into a new loan bearing 5½ per cent interest, the standard for the future may be taken at 1 lakh assuming that almost the whole of the loan will be converted. Under the second head, the rise during the first 7 years of the decade has been steady, due mainly to increase in the balances of the State Life Insurance Fund. The rapid rise in interest charges from 1916-17 is due partly to the enhancement of the rate of interest on Savings Banks and Insurance Fund Deposits and partly to the arrangement of allowing interest on the Capitalisation and Famine Insurance Funds in accordance with the scheme of Financial Settlement. The total standard for this head may be taken at 9,50 which is also about the Budget for 1919-20. The annual average growth of expenditure may be roughly fixed at 50. It is not material at what figure the growth is assumed as it will practically be set off by the income from utilisation of additional receipts by investment in one form or another.

11.—PALACE.

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10	
	Standard	Rate of annual growth												
EXPENDITURE.														
Palace Civil list	...	...	...	...	20,00	20,00	20,00	20,00	20,00	20,00	20,00	20,00	16,00	...
Pensions to Ruling Family	...	...	...	...	3,50	3,50	3,56	3,27	2,93	3,22	3,22	3,40	3,40	...
Total	23,50	...	23,50	23,50	23,50	23,50	23,50	23,27	22,93	23,22	23,22	23,40	19,40	...

The grants are fixed and the standard will be taken at the present level of expenditure of 23, 50.

12.—GENERAL ADMINISTRATION.

EXPENDITURE	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
1. Staff and Household of H. H. the Maharaja.	84	82	1,04	1,63	1,48	1,44	1,23	1,13	1,86	..	..	..	..
2. Dewan and Member of Councils...	98	99	1,05	1,09	1,32	1,15	1,27	1,40	1,37	..	..	..	..
3. Legislative Council and Representative Assembly.	1	1	..	..	1	3	2	3	2	..	..	..	..
4. Civil Secretariats	2,26	2,39	2,32	2,40	2,63	2,81	2,95	3,71	4,21	..	..	..	..
5. Comptroller's Office	1,36	1,42	1,44	1,48	1,25	1,65	1,42	1,72	1,67	..	..	..	..
6. Entertainment of Distinguished Guests and Durbar Presents.	1,59	2,39	40	1,42	1,70	1,95	1,51	1,62	2,11	..	..	..	..
Viceregal visits	1,00	42	..	..	2,92	-13	-9	..	..	..	..	..	..
Total	8,04	8,44	6,25	8,02	11,31	8,40	8,31	9,61	11,24	12,50	13,17	12,17	11

This head under which the expenditure rises with the growth and complexity of public business.

The tour outside the State undertaken by His Highness the Maharaja accounts for the increase during the last two years. Increase in the pay of Dewan and Members of Council and the appointment of an additional Member of Council account for the fluctuations under minor head 2. With a view to provide for the growing volume of business due to the increased activities of Government, the General and Revenue Secretariat has had to be strengthened and this accounts

for the increase under minor head 4 during the last few years. The Viceregal visits partly account for the increase in expenditure in the years 1909-10 and 1913-14.

The Budget provides for an expenditure of 13,17, which includes a special charge of 1 lakh under minor head 6. The standard may be fixed at the Budget omitting the special item of 1 lakh.

13.—MUZRAI.

	Proposed		
	Standard	Rate of annual growth	
EXPENDITURE.			
Superintendence	...	...	...
Endowments, etc.	...	...	...
Construction and repairs	...	...	...
Total	354	...	...
1909-10	10 326 18	12 326 13	351
1910-11	11 326 13	11 326 4	341
1911-12	8 326 14	14 325 9	348
1912-13	15 333 10	15 327 14	358
1913-14	15 333 10	15 328 7	356
1914-15	21 330 9	15 327 14	350
1915-16	21 330 9	15 327 14	360
1916-17	...	...	367
1917-18	...	...	376
1918-19 Revised	...	...	366
1919-20 Budget	...	...	...

The bulk of the charges under this head represents fixed annual grants to institutions, which do not undergo much variations from year to year.

The standard may be taken at 3,66 as in the Budget omitting a special item of 10.

X AND 14.—SCIENTIFIC AND MISCELLANEOUS DEPARTMENTS.

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10		Standard	Rate of annual growth
RECEIPTS.																
1. Geological Department
2. Examination fees
3. Miscellaneous
Deduct—Refunds
Total													15	..
EXPENDITURE.																
1. Geological Department
2. Meteorological
3. Archaeological
4. Museum
5. Census
6. Ethnographical Survey
7. Examinations
Total													1,50	4

Receipts.—The fluctuation in the receipts under 2 Examination fees as well as under 7 Examinations on the expenditure side are mainly accounted for by the holding of the Mysore Civil Service examinations in some years and not in others. The standard of receipts may be fixed at 15 with no growth.

Expenditure.—The last census was in 1910-11 and the expenditure therefor was spread over three years. The variations under other

heads of expenditure are unimportant. The standard may be based on the Budget and fixed at 1½ lakhs omitting special charges on account of the Mysore Civil Service examination included in it. As for growth of expenditure the estimate may be 4.

XI AND 15.—PENSIONS AND ALLOWANCES.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
RECEIPTS.	1	1	4	...	1	1	1	6	3	...	...	...	...
	1	1	1	1	1	1	1	8	9	...	...	...	...
	1	1	1	1	1	1	3	3	7	...	...	...	...
	3	3	6	2	3	3	5	17	19	15	15	15	...
	Total	...	...	...	...	...	...	...	...	...	...	...	...
EXPENDITURE.	86	80	85	84	82	86	83	85	78	...	...	...	...
	6,86	7,01	7,23	7,77	7,66	7,64	7,55	7,84	7,56	...	...	...	...
	3	4	6	9	8	6	7	5	8	...	...	...	...
	7	7	5	5	7	6	5	6	8	...	...	...	...
	Total	7,92	8,19	8,75	8,63	8,62	8,50	8,80	8,50	9,00	9,00	9,00	20

Receipts.—The fluctuations are mainly due to the recovery of contributions in arrears in some years. The standard may be taken at 15 as in the Budget with no growth.

Expenditure.—The expenditure under minor head 2 is growing and the increase is mainly due to the enforcement of the 55 years'

superannuation rule. The standard may be fixed at 9 lakhs as in the Budget, the annual growth of charges being taken at 20, as estimated by Mr. Datta.

XII AND 16.—STATIONERY AND PRINTING.

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10		Rate of annual growth
	Standard	...													
RECEIPTS.															
1. Stationery Receipts	...	...	...	...	15	6	10	6	4	2	3	9	3	...	...
2. Sale of Gazette and other publications	...	...	...	...	4	5	4	4	6	4	4	4	4	...	...
3. Other Press Receipts	...	...	...	...	18	9	5	4	4	2	3	4	2	...	...
Deduct—Refunds	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...
Total	30	...	36	24	37	20	19	13	14	8	10	17	9	...	...
EXPENDITURE.															
1. Stationery Depot	...	...	...	...	3.00	2.21	1.49	1.24	1.12	1.07	.99	.96	.94	...	...
2. Printing and Gazette Office	...	...	...	...	1.55	1.39	1.35	1.27	1.17	1.24	1.22	1.27	.98	...	...
3. Printing at Private Presses	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total	4.00	...	4.77	3.80	4.55	3.60	2.84	2.51	2.29	2.31	2.21	2.23	1.92	...	10

Receipts.—The receipts are minor and the fluctuations do not call for remarks. The standard may be fixed roughly at 30 with no growth.

Expenditure.—The expenditure under 1 Stationery Depot was practically steady during the first half of the decade. Latterly, partly owing to the considerable rise in prices due to the War and partly to

the growing needs of the offices there has been a large increase. The growth of expenditure under minor head 2 is also similarly explained. The noticeable increases in 1910-11 and 1917-18 compared with the charges in the immediately preceding years are accounted for by the large purchase of materials and type and machinery for the Press. The expenditure during the period of the War has been largely inflated by the high prices of paper, stationery articles, materials and type. The standard may be taken at 4 lakhs and the annual growth at 10.

XIII AND 17.—MISCELLANEOUS.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
1. Unclaimed Deposits	43	77	47	39	47	65	52	1,04	65	..	..	..	..
2. Sale of land, houses, etc.	29	36	38	36	45	37	36	1,05	52	..	..	..	..
3. Acreage contribution	8	13	16	4	2	3	1	29	57	..	..	..	..
4. Salt receipts	8	9	5	4	4	2	4	6	8	..	..	..	..
5. Miscellaneous fees, etc.	9	7	9	10	3	3	3	2	3	..	..	..	..
6. Miscellaneous	13	22	18	10	30	27	24	37	49	..	..	..	..
Total	1,10	1,64	1,33	1,03	1,41	1,37	1,20	2,83	2,34	..	..	..	..
Deduct—Refunds	..	2	1	2	15	15	2	26	70	..	..	..	..
Grand Total	1,10	1,62	1,32	1,01	1,26	1,32	1,18	2,57	1,64	2,25	1,55	1,26	3
EXPENDITURE.													
1. Remittance charges	13	17	20	17	17	4	18	18	43	..	..	..	..
2. Books and periodicals	5	7	5	6	6	8	7	7	4	..	..	..	..
3. Miscellaneous establishments	3	2	3	1	1	1	1	3	5	..	..	..	..
4. Miscellaneous	74	1,24	4,15	89	68	40	53	52	65	..	..	..	..
Total	95	1,50	4,43	1,13	92	53	79	80	1,17	1,75	1,40	1,05	3

The receipts and expenditure under this head are uncertain and

fluctuating. The standards may be taken roughly at 1,26 and 1,05 respectively. The annual growth may be assumed at 3 each, for both receipts and expenditure.

XIV AND 18.—COURTS OF LAW.

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10		Rate of annual growth
	Standard	...													
1- Sale proceeds of unclaimed and escheated property	4	3	4	4	3	4	2	2	2	...	...
2. Recoveries on account of pauper suits	2	5	3	3	2	4	38	5	2	...	...
3. Fees, fines and forfeitures	42	45	56	53	47	49	3	35	36	...	...
4. Miscellaneous	6	4	5	3	4	4	3	2	2	...	...
4. Deduct—Refunds	11	15	16	18	18	13	11	12	12	...	...
Total ...	45	...	37	34	43	42	52	45	38	46	36	32	30	Total	2
EXPENDITURE.															
1. Chief Court	1,23	1,17	1,14	1,20	1,04	1,07	1,10	1,02	1,13	...	...
2. Law officers	18	15	16	16	20	14	14	15	13	...	...
3. District and Civil Courts	3,46	3,37	3,32	3,08	3,09	2,81	2,58	2,51	2,46	...	...
4. Criminal Courts	47	43	43	42	57	50	47	51	56	...	...
Add.—Charges transferred from Land Revenue	3,87	3,83	3,74	3,68	3,53	3,42	3,54	3,46	3,54	...	...
Total	9,21	8,95	8,79	8,54	8,43	7,94	7,83	7,65	7,82	Total	...
Deduct—Charges debitable to Mining Revenue	23	25	24	24	23	24	25	25	25	...	...
Grand Total ...	10,50	...	10,67	10,00	8,98	8,70	8,55	8,30	8,20	7,70	7,58	7,40	7,57	Grand Total	12

Receipts.—The receipts are minor and the standard may be taken at 45 and the annual growth at 2.

Expenditure.—About 40 per cent of the expenditure under this head is due to the transfer of 28 per cent of Land Revenue charges and the fluctuations under this head are therefore partly due to those dealt with under 1 Land Revenue.

Minor heads 1 and 2 do not call for any remarks.

Under 3, the increase in 1912-13 is due to the re-establishment of the District Court in Bangalore in the latter part of 1911-12 and to a temporary additional Sessions Court which sat in Mysore during the last three months of the year to try the Kannegal riot case. The rise from 1915-16 onwards is due mainly to the revision of the pay of judicial officers and of establishments of civil courts and to increase in the number of courts.

The standard to be fixed has to take into account the increase of expenditure due to the extension of the scheme of Judicial Reform. Against this increase, however, there is the relief to be afforded to this head by the reduction in the charges transferred from 1 Land Revenue consequent upon the introduction of the scheme. For the purpose of the standard, the increase and the relief may be taken to set off each other and the standard fixed at 10½ lakhs which is the Budget after making allowance for some special and temporary charges included in it. The annual average growth may be taken at 12. No addition on account of extension of the scheme of Judicial Reform need be made as the set off referred to above may be taken to cover it.

XV AND 19.—JAILS.

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10	Rate of annual growth	Standard	3
	Standard	Rate of annual growth														
RECEIPTS.																
1. Hire of convicts ...	...	...	...	...	3	1	1	1	2	1	1	2	2	...	...	...
2. Proceeds of Jail gardens and other receipts.	...	...	...	...	7	8	1	4	...	1	1	...	...	...	...	...
Deduct—Refunds ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total ...	2	...	2	2	10	9	2	5	2	2	2	3	3	...	2	...
EXPENDITURE.																
1. Superintendence ...	...	...	...	...	3	3	2	3	3	3	3	3	3	...	...	...
2. Jail Establishment ...	...	...	...	...	99	1,00	1,02	1,09	1,05	95	93	98	1,04	...	...	...
3. Do manufactures (net)	...	...	...	...	1	6	7	7	5	13	3	5	5	...	...	...
Total ...	1,20	...	1,29	1,11	1,03	1,09	97	1,05	1,03	85	93	96	1,02	...	...	...

Receipts.—No remarks except that the receipt under minor head 2 in 1916-17 and 1917-18 included those from Jail manufactures most of which should have been transferred as deduction from expenditure under 3 Jail Manufactures as in other years. The standard may be taken at 2 with no growth.

Expenditure.—The Budget of 1,29 for 1919-20 includes a special item of 10 under 3 Jail Manufactures for improvements, and allowing for this, the standard may be taken at 1,20 and the annual growth at 3.

XVI AND 20—POLICE.

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10		Standard	Rate of annual growth	20
	Standard	Rate of annual growth															
RECEIPTS.																	
1. Police supplied to private persons	3	4	1	2	2	2	...	1	1		...	...
2. Fines and forfeitures	
3. License fees	1	2	1	1	...	...	2	5	...		...	...
4. Miscellaneous	
Deduct—Refunds	
Total	6	...	6	7	6	7	4	4	3	2	2	6	1		6	...	
EXPENDITURE.																	
1. Superintendence	43	43	38	38	40	42	53	34	34		...	...
2. Criminal Investigation Department	6	6	7	6	7	7	9	10	8		...	...
3. Police Force	9,39	9,32	9,44	9,61	8,92	8,36	8,33	8,44	8,37		...	...
4. Police Training School	17	14	17	14	7	8	6	6	6		...	...
5. Kolar Gold Fields Police	74	74	63	75	72	68	62	64	58		...	...
6. Railway Police	18	1	7	8	5	4	4	4	—2		...	...
Total	10,97	10,70	10,76	11,02	10,23	9,65	9,67	9,62	9,41		...	...
Deduct—Charges debitable to Mining Revenue	70	73	67	73	75	71	63	63	61		...	...
Net Total	12,75	...	13,12	12,50	10,27	9,97	10,09	10,29	9,48	8,94	9,04	8,99	8,80		12,75	...	20

Receipts.—The standard may be taken at the Budget of 6 with no growth.

Expenditure.—The expenditure under 5 Kolar Gold Fields Ordinary Police is chargeable to Mining Revenue. The charges during the first four years of the decade were practically stationary; the increase during years up to 1917-18 was due to an instalment of re-organisation of the Police force at an increased cost of 1 lakh. To place the service on a satisfactory footing, a second instalment of re-organisation of the force involving 2 lakhs of increased expenditure was sanctioned and its effect is partly seen in the last year of the decennium and fully in the Budget. Allowing for some special expenditure in the Budget on account of frontier patrol duty, the standard may be taken at 12 $\frac{3}{4}$ lakhs. This is a head under which further expenditure may become necessary and in view of this, an annual growth of 20 has been allowed.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Standard	Proposed
													Rate of annual growth
RECEIPTS.													
1. Hospital receipts ..	1	1	1	3	3	5	8	12	13	..	..	..	..
2. Value of medicines sold... ..	1	1	1	1	1	2	6	6	4	..	..	..	..
3. Receipt from Lunatic labour. ....	..	..	..	..	..	1	1	1	1	..	..	..	..
4. Miscellaneous ..	5	5	5	4	2	2	5	3	48	..	..	..	..
Deduct—Refunds ..	..	1	1	1	1	..	..	..	..	..	..	..	..
Total ..	7	5	6	7	5	10	20	22	66	23	22	20	..
EXPENDITURE.													
1. Superintendence ..	39	44	28	28	27	26	26	26	28	..	..	..	..
2. Hospitals and Dispensaries.	3,31	3,38	3,52	3,99	4,11	4,11	3,99	4,44	4,84	..	..	..	..
3. Medical Stores ..	74	95	80	84	87	89	69	95	1,23	..	..	..	..
4. Lunatic Asylum ..	18	17	18	19	21	21	25	24	21	..	..	..	..
5. Medical School ..	..	..	..	..	..	..	..	..	8	..	..	..	..
6. Ayurvedic College ..	3	4	4	3	4	3	3	2	3	..	..	..	..
Total ..	4,65	4,98	4,82	5,33	5,50	5,50	5,22	5,91	6,67	..	..	..	..
Deduct—Charges debitable to Mining Revenue.	19	16	15	16	18	20	22	26	26	..	..	..	..
To ..	4,46	4,82	4,67	5,17	5,32	5,30	5,00	5,65	6,41	7,16	7,49	7,49	25

Receipts.—The increase under 1 Hospital receipts since 1915-16 is chiefly accounted for by the levy of a small fee from patients* with a monthly income of not less than Rs. 50, receiving medical aid from the dispensaries in the cities of Bangalore and Mysore. The noticeable increase under 4 Miscellaneous in 1917-18 is due to the inclusion under this head, instead of being taken in reduction of expenditure as in other years, of the contribution paid by local bodies on account of medical relief.

The standard may be taken at 20 with no growth.

Expenditure.—The total charges under this head during the early years of the decade do not vary much. The decrease under 1 Superintendence from 1911-12 is the result of the office of Senior Surgeon being held by local medical officers. Expenditure under 2 Hospitals and Dispensaries is advancing from 1917-18 as the result of the opening of new institutions, of the development of existing ones, of the undertaking of measures for the grant of medical relief in rural parts and of the revision of hospital establishments. The cost under 3 Medical Stores has also risen in recent years owing to the enhanced price of Europe medicines and instruments, due to the War. The growth in ten years is from 4,46 to 7,16, i.e., 60·5 per cent. This is a head under which further expenditure is necessary and desirable and in view of this consideration, the Budget of 7,49 which provides for 25, for opening more dispensaries and for better equipping the existing institutions may be adopted as the standard. The growth of expenditure may be taken at 25 to provide for a continuous expansion of medical relief in the State.

XVIII AND 22.—SANITATION AND VACCINATION.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
RECEIPTS.													
1. Sale of Lanoline Vaccination Lymph.	4	3	4	4	4	2	3	2	1	...	...	...	...
2. Sale of Vaccinated calves...	...	...	...	...	2	2	2	1	2	...	...	...	...
3. Plague receipts	1	2	2	2	5	1	...	1	1	...	...	...	...
4. School of Hygiene	...	...	...	1	...	...	1	1	1	...	...	...	...
Deduct—Refunds	...	...	...	...	...	...	...	...	...	...	...	...	...
Total	5	5	6	7	11	5	6	5	5	4	4	4	...
EXPENDITURE.													
1. Sanitary Commissioner	15	13	5	5	5	5	5	6	21	...	...	...	...
2. Public Health Institute	20	13	20	28	26	17	19	22	9	...	...	...	...
3. Vaccine Institute	8	9	9	11	9	11	10	12	14	...	...	...	...
4. District charges	23	34	43	43	55	55	47	44	46	...	...	...	...
5. School of Hygiene	...	...	...	2	2	...	2	2	1	...	...	...	...
6. Plague and other epidemic charges	46	46	32	26	27	11	8	29	36	...	...	...	...
7. Scholarships for B.Sc. Students	...	...	...	...	...	2	1	...	...	...	...	...	...
Total	1,12	1,15	1,09	1,12	1,22	1,01	92	1,15	1,27	1,66	1,17	1,15	5

Receipts.—The receipts are trifling and do not call for any remarks. The standard may be taken at 4 with no growth

Expenditure.—The expenditure under minor head 6 is fluctuating, according to the measures necessary for combating the plague and other epidemics. The pay of vaccinators, met until 1918-19 from State Funds and charged under the minor head 4 District charges, is since debitable to District Funds. Making allowance for these factors, the expenditure is steadily increasing. The large increase in the Revised for 1918-19 is chiefly due to the extra expenditure incurred for combating influenza. It may, however, be noted that the charges classified under this head chiefly represent the expenditure on the agency of the department while that incurred on measures of sanitation mostly come under the head 30 Grants for Public Improvements. The standard may be fixed at 1·15 lakhs which is about the Budget and the growth at 5.

23.—IRRIGATION WORKS.

EXPENDITURE.	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
In charge of Public Works Officers—													
1. Original Works—Major.	3,56	2,14	2,05	2,77	2,61	1,95	2,69	2,35	2,82	...	...	...	...
2. Original Works—Minor.	28	23	50	30	22	18	21	21	30	...	...	...	...
3. Repairs. ....	...	...	...	...	...	...	...	27	26	...	...	...	...
4. Establishment (transferred from Civil works).	1,48	1,28	1,58	1,68	1,07	81	1,05	55	76	...	...	...	...
5. Tools and plant (transferred from Civil works).	3	1	2	1	1	7	1	3	1	...	...	...	...
6. Suspense.	-3	1	-14	-2	...	3	...	-2	...	...	...	...	...
7. Reserve for Capital Expenditure. ....	...	...	...	...	...	...	...	5,00	5,00	...	...	...	...
Total.	5,32	3,67	4,01	4,74	3,91	3,04	3,96	8,39	9,15	...	...	...	...
In charge of Civil Officers—													
8. Repairs.	81	67	82	63	97	85	71	76	1,14	...	...	...	...
9. Establishment. ....	...	...	...	...	...	57	92	1,04	1,01	...	...	...	...
10. Tools and plant. ....	...	...	...	...	...	3	1	1	1	...	...	...	...
11. Suspense. ....	...	...	...	...	...	1	...	-1	2	...	...	...	...
Total.	81	67	82	63	97	1,46	1,64	1,80	2,18	...	...	...	...
Grant-in-aid to Irrigation Cess Funds—													
12. Establishment on account of Irrigation Cess Fund works.	6	3	34	15	4	-2	1	1	33	...	...	...	...
13. Tools and plant on account of Irrigation Cess Fund works. ....	...	...	...	...	...	...	...	...	1	...	...	...	...
Total.	6	3	34	15	4	-2	31	32	34	...	...	...	...
Grand Total.	6,19	4,37	5,17	5,52	4,92	4,48	5,91	10,51	11,67	12,37	14,54	14,00	50

A sum of five lakhs is being provided since 1916-17 as a reserve for capital expenditure on irrigation works which may not be classed as productive and which usually take a long time to yield the full return. Excluding this reserve, it will be seen that the level of expenditure which in the opening year of the decennium stood at 6,19 was not maintained for the next seven years and it is only in the last two years of the period that it has overtaken. As regards the restoration of old tanks through the agency of Civil Officers a scheme was sanctioned providing for an ultimate expenditure of 6,33 per annum; the actual expenditure, however, has not so far reached the expectation of the scheme. In view of the necessity for vigorous prosecution of the tank restoration scheme larger grants as in the budget have to be allowed and worked out. The Budget includes a sum of 64, allotted out of the Irrigational Reserve and making allowance for this, the standard may, in round figures, be taken at 14 lakhs including 5 lakhs for annual contribution to the Irrigation Reserve. The growth of expenditure may be fixed at 50, to provide for sustained working of the scheme of repair and restoration of tanks.

XIX AND 24—CIVIL WORKS.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
RECEIPTS.													
1. Tolls on bridges and roads	21	24	24	29	34	26	32	34	34	..	..	..	..
2. Staging bungalow fees	7	7	8	8	9	9	10	13	13	..	..	..	..
3. Rents of buildings ..	27	25	29	26	34	37	36	38	34	..	..	..	..
4. Sales of buildings	..	82	5	..	..	..	9	14	32	..	..	..	..
5. Do tools and plant	2	1	2	3	2	3	2	2	5	..	..	..	..
6. Do produce	1	..	1	1	2	2	1	1	6	..	..	..	..
7. Do old materials	1	2	2	5	2	5	3	3	5	..	..	..	..
8. Tramway receipts	2	3	2	2	1	1	2	3	21	..	..	..	..
9. Fines, refunds and miscellaneous	10	61	69	75	21	37	13	14	4	..	..	..	..
Deduct—Refunds	..	..	..	..	..	..	..	..	..	..	..	..	..
Total	71	2,05	1,42	1,49	1,05	1,20	1,08	1,22	1,54	1,58	1,20	1,20	..
EXPENDITURE.													
In charge of P. W. Officers—													
1. Original works	8,49	7,98	9,01	8,31	8,49	9,68	9,16	10,12	9,85	..	..	..	..
2. Repairs	6,55	6,77	7,23	7,11	7,85	7,06	7,10	8,12	7,92	..	..	..	..
3. Establishments	2,99	3,49	3,20	2,95	2,70	3,39	3,65	3,96	4,41	..	..	..	..
4. Tools and plant	39	36	41	47	45	47	31	55	20	..	..	..	..
5. Stock and suspense	14	50	—10	—20	4	12	61	40	—38	..	..	..	..
Total	18,56	19,10	19,75	18,64	19,53	20,72	20,83	23,15	22,00	..	..	..	..
In charge of Civil Officers—													
6. Original works	1	1	1	1	2	2	2	2	2	..	..	..	..
7. Repairs	17	17	18	22	19	18	20	17	18	..	..	..	..
8. Miscellaneous establishment	31	28	29	27	31	37	36	35	37	..	..	..	..
Total	49	46	48	50	52	57	58	54	57	..	..	..	..
Grand Total	19,05	19,56	20,23	19,14	20,05	21,29	21,41	23,69	22,57	29,84	25,57	22,50	26

Receipts.—The fluctuations in the receipts of the several years are due mainly to the proceeds of occasional sales of buildings and to miscellaneous items coming at irregular intervals. The standard may be taken at 1,20 as in the budget with no growth.

Expenditure.—The expenditure in charge of Public Works officers has advanced steadily to meet the growing needs of the administration. The comparatively large increase in the last year of the decennium is accounted for by the special charge of four lakhs on account of the purchase of the Kumara Park and of another lakh for the construction

of the New Guests' Palace at Mysore. The budget includes a special grant of three lakhs for the latter work and allowing this, the standard may be taken at 22½ lakhs and the annual growth of expenditure at 26 to provide chiefly for the increasing charges of repairs and maintenance of new roads and buildings.

25.—ECONOMIC CONFERENCE.

EXPENDITURE.	Proposed		Rate of annual growth	
	Standard		Standard	
1. General Conference ...	...	...	...	...
2. Industries and Commerce Committee	...	...	...	...
3. Agricultural Committee..	...	...	...	...
4. Education Committee ...	...	...	...	...
Total	...	...	...	...
1909-10	...	...	...	...
1910-11	...	...	...	...
1911-12	4	18	8	39
1912-13	15	16	13	54
1913-14	43	20	22	95
1914-15	82	32	23	150
1915-16	119	18	23	175
1916-17	125	40	24	212
1917-18	147	37	31	236
1918-19 Revised	...	...	...	331
1919-20 Budget	...	...	...	200
	...	...	...	200

The department was created in 1911-12 and the expenditure has been rising with the increase in the volume of work undertaken. The standard may be fixed at the budget of 2 lakhs which is $\frac{1}{4}$ of a lakh less than the average expenditure in the previous three years. No

growth of charges on account of the organisation of the Conference need be provided for. As for any increase required on account of experimental work, it should come from the Industrial Development Fund.

XX AND 26.—EDUCATION.

	1919-20 Budget					1918-19 Revised					Proposed	
											Standard	Rate of annual growth
1909-10	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1910-11	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1911-12	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1912-13	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1913-14	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1914-15	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1915-16	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1916-17	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1917-18	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1918-19 Revised	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1919-20 Budget	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
Proposed	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
Standard	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
Rate of annual growth	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
1. School Fees	85	82	91	99	1,14	1,14	1,29	1,63	1,86	1,92	2,41	20
2. Contribution by Department to wards Anglo-Vernacular and Sanskrit Schools in rural parts	2	4	4	6	7	7	5	3	10	15	23	...
3. Examination Fees	...	...	...	...	...	...	...	...	...	...	...	...
4. Public Libraries	...	...	...	...	...	...	...	...	...	...	...	...
5. Miscellaneous	1	1	1	2	3	3	3	16	11	6	20	...
Deduct—Refunds	...	...	...	...	...	...	...	...	...	...	...	...
Total	88	87	96	114	129	129	129	163	186	192	241	20
EXPENDITURE.	...	...	...	...	...	...	...	...	...	...	...	...
1. Mysore University	...	...	...	...	...	...	...	...	...	...	...	...
Other Minor Heads—	...	...	...	...	...	...	...	...	...	...	...	...
2. Supervision	1,01	1,23	1,09	1,21	1,34	1,34	1	1,49	1,61	2,10	2,49	...
3. Sanskrit Education	2	2	2	3	1	1	1	3	5	27	33	...
4. Secondary Education	2,40	2,64	2,90	2,85	2,94	2,94	2,85	3,28	3,16	1,98	2,08	...
5. Primary Education	2,62	2,54	2,61	1,91	2,08	2,08	2,38	2,38	2,81	7,27	9,89	...
6. Training Institutions	17	19	20	22	23	23	23	35	38	87	99	...
7. Technical Education	15	14	18	22	51	51	51	72	56	93	1,88	...
8. Female do	40	37	38	1,14	1,17	1,17	1,17	1,31	1,54	2,18	2,39	...
9. Special Communities Education	...	...	...	...	...	...	...	...	...	...	...	...
10. Libraries and Museum...	16	24	20	23	21	21	21	39	47	35	45	...
11. Grant-in-aid	2,15	2,22	2,25	2,60	3,56	3,56	3,56	3,97	5,53	55	45	...
12. Scholarships	56	55	53	58	75	75	75	83	1,04	77	1,05	...
13. Miscellaneous	27	3	—6	4	—1	—1	—1	20	52	77	1,05	...
Deduct—Charges debitable to Mining Revenue	3	3	3	3	3	3	3	3	3	5	2	...
Total other Minor Heads 2 to 13	9,88	10,14	10,27	11,00	1,276	1,276	1,276	14,92	17,66	18,05	23,79	...
Total	9,88	10,14	10,27	11,00	12,76	12,76	12,76	14,92	17,66	26,04	28,79	2,50

Receipts.—The receipts which did not vary much during the first three years of the decade have since been rising, mainly due to the increase in the number of students paying fees and to the opening of additional schools. The standard may be taken at 2.25 lakhs as in the budget and the annual growth at 20.

Expenditure.—This is a head of rapidly growing expenditure due to several measures of educational expansion and reform already adopted or in course of introduction or in contemplation.

The Mysore University was started in 1916-17, education in all its grades has been rapidly advancing, special provision is being made for the education of backward communities and the scheme of compulsory primary education in rural areas is being extended. With the increase in the number of schools and the spread of education, there has been a revision of the inspectorate and corresponding increase in supervision and direction charges.

The total expenditure on Education at the close of the decade has been nearly four times what it was at the beginning.

The standard for this head has to be settled under two heads, *viz.*, (1) the University, (2) all other grades of education. For the former, the grants hitherto allowed have included specially large provisions for the construction and equipment of new buildings. Taking this factor into calculation and allowing for some addition for pressing developments, the standard may be fixed at 6 lakhs. The standard for other charges must be based upon the present scale of expenditure for which provision has been made in the budget. Previous experience, however, shows that for one reason or another there are lapses of budget grants. The average lapse in the last three years has been roughly about 3 lakhs. Applying this correction to the budget the standard may be taken at 32. The total standard for the head will thus stand at 38 lakhs. As for future annual growth the current Financial Settlement allows an annual growth of about $2\frac{1}{2}$ lakhs which is as much as could be spared in the future also. The growth may therefore be fixed at $2\frac{1}{2}$ lakhs for all demands including that of the University. At this rate of growth the expenditure in the next five years will reach the high level of $50\frac{1}{2}$ lakhs. This may not be found adequate for all desirable measures of reform and advancement and fresh sources for meeting additional expenditure will have to be found.

XXI AND 27.—AGRICULTURE.

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10	
	Standard	Rate of annual growth												
RECEIPTS..														
1. Agricultural Department	..	..	..	..	..	..	..	..	2	4	4	1	..	1. Agricultural Department
2. Government Gardens and experimental fruit cultivation	..	..	..	..	12	10	12	10	11	9	8	8	8	2. Botanical and other Public Gardens
3. Veterinary charges	..	..	..	..	1	1	1	1	1	..	..	..	1	3. Experimental fruit cultivation
4. Amrut Mahal receipts	..	..	..	..	45	39	50	43	78	79	62	36	56	4. Veterinary charges
5. Kunigal Stud Farm	..	..	..	..	12	35	22	18	23	21	12	32	29	5. Public Exhibitions and Fairs
6. Public Exhibitions and Fairs	..	..	..	..	3	5	..	3	2	3	3	1	..	6. Sericulture
7. Miscellaneous	..	..	..	..	..	..	..	..	..	..	..	..	..	7. Miscellaneous
Total	90	..	1,22	1,14	73	90	85	75	1,17	1,16	89	78	94	Total
EXPENDITURE.														EXPENDITURE.
1. Agricultural Department	..	..	..	..	1,95	1,81	1,47	1,30	1,03	72	82	60	59	1. Agricultural Department
2. Botanical and other Public Gardens	..	..	..	..	59	64	74	76	59	61	48	42	46	2. Botanical and other Public Gardens
3. Experimental fruit cultivation	..	..	..	..	4	5	11	12	6	8	6	4	4	3. Experimental fruit cultivation
4. Veterinary charges	..	..	..	..	1,10	1,12	1,25	99	1,02	1,00	97	81	1,06	4. Veterinary charges
5. Public Exhibitions and Fairs	..	..	..	..	14	11	5	18	8	7	9	6	9	5. Public Exhibitions and Fairs
6. Sericulture	..	..	..	..	41	36	17	25	7	..	..	..	..	6. Sericulture
Total	5,40	42	6,62	5,80	4,23	4,09	3,79	3,60	2,85	2,48	2,42	1,93	2,24	Total

Receipts.—The receipts shown under the minor head 1, during the earlier heads of the decade consisted mostly of the sale proceeds of implements. These and other receipts of the Agricultural department are now being shown as deduction from charges. The important items of receipts under this major head are those from the sale of Amrut Mahal bulls and horses and ponies of the Kunigal Stud Farm. These receipts fluctuate from year to year depending on market and supply.

The standard of receipts may be taken at 90 based on the average

of the last three years of the period under review. The annual growth is not susceptible of any forecast.

Expenditure.—Except for a temporary fall in the year 1910-11, the expenditure under this head has risen from year to year, the percentage of increase during the decade being 158.

The Agricultural department has been re-organised and its functions in the way of imparting agricultural instruction, establishing demonstration farms, making experiments and supplying good seeds and manure to raiyats, have been largely extended. The Veterinary department has been recently reorganised at considerable extra cost. The Sericultural department which was started in 1914-15 is also expanding.

As this is also a head of growing expenditure the standard has to be based on the scale of expenditure provided for in the budget. There are however some special items in the budget such as garden improvements, veterinary buildings which should not be included in the standard. The budget also contains a net charge of about half a lakh on account of agricultural farms which should properly be self-supporting. These charges amount roughly to about a lakh and a quarter, and making allowance for this, the standard may be fixed at 5,40. A fairly liberal provision is necessary and desirable for growth of expenditure under this head and the yearly addition may be taken at 42. At this rate of growth the expenditure in the next five years will stand at 7½ lakhs.

XXII AND 28.—INDUSTRIES AND COMMERCE.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
RECEIPTS.													
1. Fees for registration of companies.
2. Industrial Depot	1	1	1	4	1	...	...	...	...
3. Miscellaneous Receipts	2	8	...	...	...	...
Total	1	1	1	6	9	3	3	3	...
EXPENDITURE.													
1. Direction	62	78	79	98	86	99	...	...	...	...
2. { Weaving Factory (Net)
2. { Experimental Industries.	4	11	6	34	31	193	...	...	...	...
2. { Industrial Depot	11	8	14	...	...	...	...	...	...
3. Contributions and Miscellaneous.	22	10	10	9	...	...	...	...
Total	66	100	99	156	127	301	471	318	132	5

Receipts.—The items are insignificant and the standard may be taken at 3 as in the budget with no growth.

Expenditure.—The department of Industries and Commerce was

created in 1912-13 and the increase in direction charges is due to revision of establishment to attend to the supervisory, advisory and organizing work of the department in general. The heavy expenditure in 1917-18 under minor head 2 is mainly accounted for by the capital expenditure incurred on several minor industries. The period for payment of the contribution of moiety of working charges to the Bank of Mysore expired with 1918-19 and there will be no further charges on this account under minor head 3.

Under this head have hitherto been shown, besides direction charges, the transactions relating to the minor industries, capital and revenue accounts, and demonstration and experiments. The system of financing minor industries and experimental and demonstration work has now been altered. According to the new system, capital expenditure on industrial concerns which have passed the experimental stage should not be a charge on the revenue account. The net receipts from such concerns will have to be treated similar to the receipts of other productive works. With a view to provide for sustained and systematic experimental and demonstration work, it has been decided to form an Industrial Development Fund by contributing a sum of a lakh and a half annually from the revenue account. This is a new reserve for forming which the profits of the industrial concerns referred to above may be considered as earmarked, the balance to make up the annual contribution of 1½ lakhs being made from general resources. The cost of demonstration and experimental work should hereafter be met from this reserve fund. As for minor industries which are still in the stage of trial it may be assumed that their working will not on the whole result in an appreciable net charge. According to these altered arrangements the only provision which should be made here is for direction charges and the standard for these charges may be taken at 1,32 as in the Budget. As for annual growth in the future an allowance of 5 is sufficient.

29.—CO-OPERATIVE SOCIETIES.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
EXPENDITURE.													
Co-operative Societies ...	16	17	21	26	40	53	63	80	85	93	1,02	1,10	3

This is a head of growing expenditure and the steady growth is due to the increase in the number of societies. The present scale of charges of the department is 1,10 at which the standard may be taken. The budget, however, is for 1,02 after allowing for some savings of about 7 on the sanctioned scale of establishment charges.

A growth of 3 may be allowed for additional staff required in connection with the supervision of new societies.

30.—GRANTS FOR PUBLIC IMPROVEMENTS.

EXPENDITURE.	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10	Rate of annual growth	Standard	10,25	10,60	8,15	8,74	8,03	6,07	4,95	2,83	47	2,33	2,60	2,73	Total	...
	Standard	Rate of annual growth																											
1. Bangalore City Improvement	2,06	15	...	...	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
2. Improvement of water-supply in towns	21	34	7	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
3. Town planning operations
4. Mysore City Improvements Fund	3,58	4,25	3,31	2,95	2,57	47	2,33	2,60	2,73	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
5. Village Improvements	44	44	99	47	16	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
6. Drinking water wells in villages	1,11	1,70	66	87	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
7. Malnad Improvement	1,49	1,28	77	59	10	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
8. Sanitary Improvements
9. Construction and maintenance of important District Board roads

According to the current Financial Settlement the allotment for this head is 10 $\frac{1}{4}$ lakhs at which the standard may be taken. Actual expenditure, however, shows some lapses on this annual allotment. But in view of the importance of the expenditure for which grants are allowed under this head no reduction in the standard is desirable. As for any necessary increase in future, it can be met from lapses on annual allotments which are now occurring, and no growth of expenditure need to be provided for.

XXIII AND 31.—ARMY.

	Proposed			1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10		Standard	Rate of annual growth	15
	Standard	Rate of annual growth																
RECEIPTS.																		
1. Farm receipts	...	...	...	...	...	9	12	17	24	27	30	27	19	6	...	...	...	...
2. Cast horses and ponies	...	...	...	...	...	3	4	8	4	12	4	17	11	2	...	...	...	...
3. Other items	...	...	...	...	...	21	20	33	22	26	32	24	8	4	...	...	...	...
Total	35	...	...	25	44	33	36	58	50	65	66	68	38	12	...	...	...	...
EXPENDITURE.																		
1. Headquarters	...	...	...	...	...	68	73	85	1,22	92	89	2,04	1,13	99	...	...	...	...
2. Imperial Service Regiment	...	...	...	...	...	4,59	4,85	2,59	3,12	3,56	3,61	3,58	3,75	3,79	...	...	...	...
3. Do Transport Corps	...	...	...	...	...	2,90	3,14	2,15	2,17	2,55	2,50	2,07	2,12	2,56	...	...	...	...
4. Mysore Horse	...	...	...	...	...	1,13	1,63	1,78	1,77	1,77	1,78	1,76	1,92	1,72	...	...	...	...
5. Barr or Native Infantry	...	...	...	...	...	2,31	2,47	2,34	2,20	2,17	2,21	2,30	2,22	2,33	...	...	...	...
6. Grass Farms	...	...	...	...	...	14	13	12	9	13	12	10	15	18	...	...	...	...
7. Military Stores	...	...	...	...	...	7	7	7	6	7	6	9	7	8	...	...	...	...
8. Palace Military	...	...	...	...	...	1,14	1,14	1,14	1,14	1,14	1,00	1,00	1,00	1,00	...	...	...	...
9. Superannuation and retired allowances.	...	...	...	...	...	95	87	87	82	85	87	87	88	89	...	...	...	...
10. Recruitment charges	...	...	...	...	...	65	...	...	...	...	...	...	...	...	...	...	...	...
11. Military works	...	...	...	...	...	54	49	60	88	94	52	44	30	15	...	...	...	...
Total	14,00	...	...	17,83	16,47	15,10	15,52	12,51	13,47	14,10	13,56	14,25	13,54	13,69	...	...	...	...

Receipts.—The fluctuations do not call for any remarks. The standard may be taken at 35 the average of the past three years with no growth.

Expenditure.—The expenditure in the first six years of the decade was practically stationary except for the increase in 1911-12 which was due to the special charges on account of the Delhi Durbar. The decrease in 1915-16 was mainly due to the pay and allowances of officers and men of the Imperial Service Regiment in the Field not having been fully drawn in the year. The figures of the last three

years of the decennium include special War charges. The standard may be based on the budget which includes provision for the full sanctioned scale of charges. The special charges for which provision has been made in the budget need not, however, be repeated in the standard and such charges amount to about 4 lakhs. Making allowance for this, the standard may be taken at 14 lakhs. For annual growth of expenditure 15 may be allowed.

XXIV.—RAILWAYS (REVENUE ACCOUNT).

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10		Standard	Rate of annual growth
	Standard	Rate of annual growth														
I. STATE RAILWAYS.																
Worked by Madras and Southern Mahratta Railway Company—																
(i) Gross earning ...	47,00	..	47,00	45,00	41,88	39,46	38,62	36,14	39,19	37,22	32,53	28,31	30,10	..	47,00	..
Deduct—																
(ii) Working expenses...	..	..	27,55	22,60	20,22	20,54	20,55	20,34	22,34	19,96	18,49	17,14	17,39	..	..	..
(iii) Guaranteed interest and share of surplus profit.	..	..	7,30	7,45	8,25	8,03	7,99	7,94	7,98	8,17	7,78	7,75	7,43	..	..	..
Net receipts ...	13,38	..	12,15	14,95	13,41	10,89	10,08	7,86	8,87	9,09	6,26	3,42	5,28	..	13,38	..
II. OTHER RAILWAYS.																
(i) Gross earnings ...	..	..	8,35	7,45	4,66	3,77	5	..	..	..	..	..	..	..	..	..
Deduct—																
(ii) Working expenses ...	..	..	7,50	7,50	3,34	2,96	7	..	..	..	..	..	..	..	..	..
(iii) Guaranteed interest and share of surplus profits.	..	..	48	48	45	47	..	..	..	..	..	..	..	..	..	..
Net receipts ...	37	..	37	—53	87	34	—2	..	..	..	..	..	..	..	37	..
Total Net receipts I and II	13,75	1,00	12,52	14,42	14,28	11,23	10,06	7,86	8,87	9,09	6,20	3,42	5,28	..	13,75	1,00

I. RAILWAYS WORKED BY M. AND S. M. RAILWAY CO.

(i) *Gross Receipts*.—The earnings of the State Railways worked by the Madras and Southern Mahratta Railway Company have on the whole grown steadily. In 1909-10 owing to failure of crops there was a decline which continued in the next year also, due to a general fall in the coaching traffic and specially in Salt and Coal traffic. In 1911-12 there was a recovery which continued till 1913-14. In 1914-15, however, there was a decline again, the coaching traffic being adversely affected by the plague and the goods traffic by the general trade depression caused by the War. In 1915-16 there was again a revival but the gross earnings were still lower than those of the pre-war level. The steady growth has been resumed from the next year.

The budget of 47 lakhs may be taken as the standard.

(ii) *Working Expenses*.—The working expenses have, except in the year 1910-11, in which the gross receipts were abnormally low, varied generally from 53 to 57 per cent. Owing to the long deferred programme of repairs and renewals likely to be resumed, the budget of working expenses for 1919-20 is pitched high.

For purposes of the standard the percentage of working expenses to gross receipts may be taken at 56.

(iii) *Guaranteed Interest and share of surplus profits*.—Owing to the exchange being taken at 1s. 6d. the rupee in estimating the interest payable on the M. and S. M. Railway debentures, there has been some reduction under this head in 1918-19. The standard of net receipts will be 13.38.

II. OTHER RAILWAYS.

The Mysore Railways have just commenced to yield some return and the standard of net receipts may be taken at 37 as in the budget.

The total standard of net receipts will therefore be $13\frac{3}{4}$ lakhs.

The charges for repairs and renewals on account of the lines worked by the Company are somewhat low in 1918-19 while they are provided for in the budget on a liberal scale in view of the resumption of the programme of such works deferred during the War. The difference between the standard and the Revised Estimate for 1918-19 and the budget for 1919-20 are thus explained and the standard may stand at $13\frac{3}{4}$ lakhs as calculated above.

The growth of revenue from the Mysore Railways may be somewhat slow for a few years more. From all the lines an annual growth of one lakh may be anticipated.

35.—MISCELLANEOUS RAILWAY EXPENDITURE.

EXPENDITURE.	Proposed		1919-20 Budget		1918-19 Revised		1917-18		1916-17		1915-16		1914-15		1913-14		1912-13		1911-12		1910-11		1909-10	
	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth	Standard	Rate of annual growth
1. General charges
2. Surveys
3. Land for guaranteed Railways
4. Rebate
Total	70	..	63	..	1,10	..	1,435	..	1,71	..	90	..	57	..	23	..	2,24	..	17	..	12	..	11	..

Till 1912-13, the Public Works Secretary to Government was also the Railway Secretary. He had a small staff to look after the Railway Secretariat work which was confined to lines already open and worked by the Madras and Southern Mahratta Railway Company. The charges for accounts and audit were also limited to a sum of Rs. 125 per month out of the total expenditure on the Public Works Section of the Account Office. In 1913-14 when the construction of new lines was undertaken by the State the Railway Secretariat was re-organized and some additions were sanctioned for the Account Office

also for railway work. This accounts for the increase in the expenditure under minor head 1 since 1913-14. The expenditure on 2 Surveys is of a fluctuating character. The standard may, on the whole, be taken in round figures at 70 which is about the budget.

XXV.--KRISHNARAJASAGARA WORKS (REVENUE ACCOUNT).

	Proposed		1919-20 Budget	1918-19 Revised	1917-18	1916-17	1915-16	1914-15	1913-14	1912-13	1911-12	1910-11	1909-10	
	Standard	Rate of annual growth												
	3,50	.. ..	4,27	.. ..	4,33	3,61	3,31	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	Gross Receipts—
	.. 72	.. ..	.. 72	.. ..	.. 60	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	(1) Electrical Revenue
	2,78	.. ..	3,55	3,80	3,73	3,61	3,31	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	(2) Irrigation Revenue
														Deduct—Working Expenses
														Net receipts

Item No. (1) is transferred from the next Major head XXVI Cauvery Power Scheme and the fluctuations in it as well as its standard are explained in the remarks under that head. The irrigational revenue due to the Krishnarajasagara is not yet shown under this head. The standard of working expenses may be taken at 72 as in the budget which includes provision for the sanctioned scale of the Regulating and Gauging Division. The standard of net receipts will be $3\frac{1}{2}$ lakhs minus 72 lakhs, *i.e.*, 2.78 lakhs and of the annual growth 15 as stated under the next head.

XXVI.—CAUVERY POWER SCHEME (REVENUE ACCOUNT).

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
1. GROSS RECEIPTS.													
(a) Sivasamudram-Kolar Section—gross. Deduct—amount transferable to Krish- narajasagara.	17,56 ...	14,14 ...	14,25 ...	14,31 ...	14,11 ...	13,64 ...	19,43 3,31	18,68 3,61	21,74 4,33	21,26 4,10	21,46 4,27	17,74 3,50	...
(b) Other heads— Bangalore City Section " C. & M. Station Section. Mysore City Section ...	17,56 84 48 61	14,14 99 61 25	14,25 1,17 70 54	14,31 1,34 78 63	14,11 1,48 89 56	13,64 1,63 91 1,26	16,12 1,88 99 1,13	15,07 2,16 1,04 1,33	17,41 2,47 1,45 1,50	17,16 2,74 1,66 1,60	17,19 3,53 1,72 1,76	14,24 3,53 1,72 1,76	...
Total Gross Receipts	19,49	15,99	16,66	17,06	17,04	17,44	20,07	19,60	22,83	23,16	24,20	21,25	...
2. WORKING EXPENSES.													
Sivasamudram-Kolar Section	2,14	2,33	2,19	2,25	2,98	2,48	3,59	1,61	2,90	...	...	...	...
Bangalore City Section ...	39	38	53	56	50	72	86	77	94	...	...	...	...
" C. & M. Station Section.	36	37	35	36	40	47	45	57	60	...	...	...	...
Mysore City Section	32	32	32	33	47	44	57	50	55	...	...	...	...
Total Working Expenses	3,21	3,40	3,39	3,50	4,35	4,11	5,47	3,45	4,99	5,68	5,94	5,56	...
3. DEPRECIATION.													
Sivasamudram-Kolar Section	6,08	2,29	2,29	2,29	2,29	2,29	2,30	3,08	2,96	...	...	...	...
Bangalore City Section...	57	27	28	28	30	31	32	35	38	...	...	...	...
" C. & M. Station Section.	11	11	12	13	14	15	16	18	19	...	...	...	...
Mysore City Section ...	17	17	17	19	19	20	20	22	24	...	...	...	...
Total Depreciation	6,93	2,84	2,86	2,89	2,92	2,95	2,98	3,83	3,77	3,87	4,00	4,00	...
NET RECEIPTS.													
Sivasamudram-Kolar Section	9,34	9,52	9,77	9,77	8,84	8,87	10,23	10,39	11,56	...	...	...	...
Bangalore City Section...	—12	34	36	50	68	60	65	1,04	1,15	...	...	...	...
" C. & M. Station Section.	1	13	23	9	35	29	38	29	66	...	...	...	...
Mysore City Section ...	12	—24	5	11	—10	62	36	61	70	...	...	...	...
Total Net Receipts	9,35	9,75	10,41	10,67	9,77	10,38	11,62	12,32	14,07	13,61	14,26	11,50	45

1. GROSS RECEIPTS.

(a) *Sivasamudram-Kolar Section*.—The considerable drop from 1910-11 compared with the first year of the decade is due to the reduction in the rate at which power was supplied from the first two installations to the Mining Companies after the first five years. The revised contract under which the cost of power has been raised to £12 per Horse Power came into force from the beginning of 1915-16 and the perceptible rise in that year is due partly to the enhancement in the rate and partly to additional power taken by the Mines from the new Installations consequent on the construction of the Krishnarajasagara Works. A part of the increased revenue attributable to the Reservoir is transferred from this head and shown under XXV Krishnarajasagara Works. The fall in 1916-17 as compared with the previous year is explained by the fact that the revenue was being adjusted through the remittance head and the adjustments were not regular. The fall in revenue in the last year of the decennium is due mainly to the rate of exchange for adjustment of sterling transactions having been raised from 1s. 4d. to 1s. 6d. When the budget was framed the rate of exchange was 1s. 6d. and as the rate has since risen to 1s. 10d. there will be a deterioration in revenue to the extent of 3·75 lakhs in the current year.

(b) *Other heads*.—The gross receipts under *other heads* show a steady growth.

The standard of total revenue may be taken at $24\frac{3}{4}$ lakhs under both the Cauvery Power Scheme and the Krishnarajasagara Works or $21\frac{1}{4}$ lakhs after deducting the share creditable to the latter.

2. WORKING EXPENSES.

The fluctuations in working expenses depend to some extent on the variations in gross receipts. The actuals of 1915-16 under Sivasamudram-Kolar Section were specially high owing to the value of materials paid for in advance as per terms of purchase with the firms, not having been adjusted by debit to capital during the year and also to increase of expenditure under 'Maintenance of distribution lines' and 'Administration.'

The working expenses including depreciation charges have hitherto been roughly 40 per cent of the gross receipts after deducting from the latter the share creditable to the Krishnarajasagara Works. The rise in exchange having reduced the revenue, the proportion of working expenses for the standard has to be taken at 45% and on this basis the standard of net receipts may be taken at Rs. $11\frac{1}{2}$ lakhs. The annual growth of net revenue may be taken at 60 of which about 15 belongs to the Krishnarajasagara Works. The future course of exchange is uncertain and any increase over the growth now assumed may be taken to be counter-balanced by any possible further depreciation of sterling.

XXXII.—SANDAL OIL FACTORY—SOAP AND OTHER MINOR INDUSTRIES—(NET RECEIPTS).						
	1916-17	1917/18	1918-19 Revised	1919-20 Budget	Proposed	
					Standard	Rate of annual growth
I. Sandal Oil Factory—						
Gross receipts	7,64	27,77	...	...	...	...
Deduct—Working expenses	9,99	11,99	...	...	...	...
Interest on capital and advances	...	26	...	...	...	...
Depreciation	34	28	...	...	...	...
Net receipts	-2,69	15,24	8,44	4,82	1,00	...
I. Soap and other Minor Industries—Net, re- ceipts	...	...	...	...	47	3

I.—SANDAL OIL FACTORY.

Gross Receipts.—The figure for 1918-19 includes sale proceeds of 13 months' production. In view of the uncertainty of the market the budget for 1919-20 is framed on a cautious estimate of the price of oil, only 12 months' production being expected to be sold. The factories have been hit hard by the rise in exchange. Most of the oil manufactured is sold in Europe and America and the depreciation of sterling has substantially reduced the profits on the manufacture of oil.

Working expenses.—The fluctuations which should depend mainly on the variation in gross receipts are partly accounted for by the change in procedure adopted in exhibiting the working expenses in accounts. In 1916-17 the entire outgoings during the year on revenue account were charged off as working expenses for the year, while in the subsequent years the new procedure of showing in the revenue account only the working expenses relating to the quantity of oil, the sale proceeds of which are credited in the accounts in the year was adopted.

At the prevailing rate of 1s. 10d. the rupee the standard of net receipts cannot be placed higher than at one lakh.

II.—SOAP AND OTHER MINOR INDUSTRIES.

These industries are still in the initial stage and from the experience of their working so far gained a standard of net receipts of 47 with an annual growth of 3 may be taken. These receipts will go towards reducing the annual contribution of 1½ lakhs to the Industrial Development Fund recently formed from the general revenue account and shown on the expenditure side as a separate reserve.

XXVIII.—KOLAR GOLD FIELDS WATER-SUPPLY— REVENUE ACCOUNT.

	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19 Revised	1919-20 Budget	Proposed	
												Standard	Rate of annual growth
Gross receipts ...	3,14	2,50	2,31	2,39	2,35	2,27	2,05	1,76	1,75	...	...	...	...
Deduct—													
Working expenses ...	1.03	71	1,07	1,07	90	94	99	1,23	1,52	...	...	...	...
Net Receipts ...	2,11	1,79	1,24	1,32	1,45	1,33	1,06	53	23	49	7	50	...

The fall from the year 1910-11 onwards is due to the reduction in rate from 15 to 10 annas per 1,000 gallons and from 1915-16 there has been a further reduction in rate to 8 annas. The adjustment of the charges on account of establishment, tools and plant, and the heavy cost of fuel account for the further fall in net receipts from 1916-17 and onwards. The budget includes specially large provisions for fuel and repairs to machinery and buildings, the major portion of which is non-recurring. Allowing for this and in view of previous years' results of working, the standard of net receipts may be taken at ½ a lakh with no annual growth.

Reserves.—The several financial reserves created or strengthened under the Settlement have been explained in para 10 *supra*. With a view to promote industrial development in the State a new reserve called the Industrial Development Fund has as above mentioned been provided for by an annual contribution of 1½ lakhs from general revenues.

PART II.—FORECAST FOR THE QUINQUENNium BEGINNING
WITH 1919-20.

16. *Forecast of Revenue and Expenditure.*—The position with reference to which the prospects of the quinquennium commencing from 1919-20 may be studied is also shewn in the appended Statements A and B. The standard of revenue falls short of that of expenditure by $15\frac{3}{4}$ lakhs. The budget estimates for the first year of the quinquennium are for a revenue of 313·66 lakhs and provide for an expenditure charged to revenue of 314·30 lakhs resulting in a deficit of 64 (*vide* Statement A). This deficit would have been much larger but for the arrears of land revenue and the exceptional receipts from tangadi bark leases for which credit is taken in the budget. At the time the budget was framed, the rate of exchange was 1s. 6d. the rupee and the calculations were based upon this rate. It has since risen to 1s. 10d. and at this rate the revenue position is rendered worse by $10\frac{1}{4}$ lakhs. As shown by both the budget for 1919-20 and the standard we have now reached a stage in which our resources are insufficient to meet our expenditure.

17. This position is clearly seen in Statement B which shows that while the standard of net expenditure has risen by 2·17 lakhs over that fixed in the Financial Settlement, the standard of net revenue falls short of the anticipation by 14·93 lakhs. The main factors that have contributed to the deterioration in the position as compared with that assumed in the Financial Settlement are the heavy loss on exchange due to the rise in the rate from 1s. 4d. to 1s. 10d. and the less revenue from Productive Works than had been expected.

18. The question now for consideration is how the deficiency of $15\frac{3}{4}$ lakhs per annum in the revenue account should be met. The alternatives are retrenchment of expenditure and increase of revenue. The standards of expenditure under the different heads have been fixed on a careful scrutiny of the progress of expenditure in the decennium and of the annual demands necessarily to be provided for. Though every attempt should be made to retrench whatever expenditure is unnecessary and is capable of curtailment, the amount that it may be possible to save by retrenchment is not likely to be substantial.

19. Some of our existing sources of revenue require to be developed. Land Revenue should grow quicker than it has done and the increase on which we may count has been taken into account in the calculation of the growth assumed under this head. The revenue from Mysore Railways ought also to increase in course of time; as however it will take time for railways to pay their way and also work at a profit, only a moderate improvement on which alone we can confidently rely in the next few years has been included under this head. The Krishnarajasagara Works should yield a substantial return on the capital invested when the irrigation canals are completed.

20. As the revenues have hitherto been more than sufficient to meet the demands upon them, the annual programmes of expenditure

on the different services have been determined by the amount of revenue available. The situation in the future will however be different as indicated by the standard budget which shews a deficit of 15½ lakhs. To meet the needs of a progressive administration and also to maintain and work out a continuous policy of economic and industrial development it is necessary that the expenditure side should hereafter dominate the annual budgets and decide what revenue should be raised annually for meeting the year's service expenditure. From the calculation of anticipated annual growth of revenue and of expenditure made above and shewn in Statements A and B it will be seen that the future annual demands on account of the several services can just be covered by the annual growth of revenue neglecting the small deficit of 40. The deficiency of 15½ lakhs in the standard budget has to be met immediately by finding some new sources of revenue. Should it be necessary to advance the rate of expenditure under heads like Education, Medical, Sanitation and Local Self-Government beyond the annual growth now provided for them, it can be done only as the existing sources of revenue show further growth or when new items of revenue are added to the resources.

21. *Capital Programme in the Quinquennium.*—The capital requirements of 1919-20 have already been provided for without any resort to borrowing. It will therefore be enough to forecast the demands on this account in the remaining four years of the quinquennium and they may roughly be estimated as follows:—

	Lakhs.
Railways	80
Krishnarajasagara Works	125
Cauvery Power Scheme—VIth Installation ...	40
Do. Normal Capital Works ...	30
Iron Works	120
Industrial Investment Fund	12
Total ...	407

22. The balance of investments in securities would, it is anticipated, amount by the commencement of 1920-21, to about 100 lakhs which is the minimum necessary to be held against liabilities like Savings Bank and other deposits and the Famine Insurance Fund. It is not therefore possible to finance any part of the capital programme in future by sale of securities. A sum of about 150 lakhs may probably, be found from the annual accretions of Savings Bank and other deposits and of Reserve Funds. The balance of about 2½ crores will have to be provided for by recourse to borrowing.

23. In the scheme of Financial Settlement provision has been made for an annual contribution of 2 lakhs from revenue as a sinking fund against future borrowing. No sinking fund contribution will be necessary from next year for the existing loan of 20 lakhs as the fund will be completed in 1920-21 and the amount released thereby with the additional sum of 2 lakhs referred to above will be an adequate

provision for raising the required loans. The Financial Settlement also provides for a reserve from which interest on loans raised for Productive Works can be paid during the initial stages of such works when they may not be able to wholly meet the interest charges. The amount required for financing the capital works mentioned above can therefore be found by floating public loans.

24. *Future Financial Policy*.—This Review and Forecast conclusively proves the urgent need for husbanding the present resources and for augmenting them as well as for regulating the programme of expenditure, keeping both efficiency and economy in view.

25. It is necessary to add immediately to the State revenues by additional taxation and also by improving the income from Productive Works. Income-tax, provision of local taxes, revenue re-settlements which are long over-due and levy of an educational cess are the chief sources from which new tax-revenue may be expected. Pushing on major irrigational schemes and improving receipts from railways and industries pioneered by Government should chiefly be the means of increasing non-tax revenues.

26. There are also measures of retrenchment which should receive attention. New departments or new branches of old departments, *e.g.*, Railways, Industries and Commerce, Economic Conference, Efficiency Audit Department, some of which are still on a temporary footing, require to be closely examined with a view to effect as much reduction as may be practicable without sacrificing efficiency. There are also several temporary establishments which have to be scrutinised before deciding what part of them should be made permanent and pensionable. It is also necessary to stop for the next three years further general re-organisation of departments which have had their share of attention during the last few years.

27. In the department of Education, however, larger expenditure than what is provided for in the forecast may become necessary and the funds required therefor have to be found as the expenditure is both beneficent and obligatory.

28. The programme of capital expenditure requires to be scrutinised with great care to ensure that only such works as are clearly of a productive character are taken up, that commitments are undertaken only as far as the resources available for financing them permit, that sanctioned estimates are adhered to and that the anticipated return is realised.

29. The terms of the Financial settlement sanctioned, in the first instance, for three years from 1917-18 expire with the current year and they have to be renewed for another period in the light of experience so far gained. This forecast will be the basis of renewal but as the standard of revenue is less than the scale of expenditure for which provision has to be made it is necessary to balance the standard budget by finding some new sources of revenue before the initial assignments and shares of growth of revenue to be allotted to the groups of departments can be fixed for the next period of settlement.

30. Government therefore propose to consider the position disclosed by this Review and Forecast and issue separate orders regarding the action called for in the direction indicated above.

(O. M. No. Fl. 1893, dated 9th September 1919.)

REVENUE.

Charitable Topes.

INSTRUCTIONS REGARDING THEIR MAINTENANCE.

Government agree with the opinion of the Deputy Commissioners of Districts acquiesced in by the Revenue Commissioner that the grant of the topes to the owners on full assessment will result in the topes being neglected and thus defeat the purpose for which the lands were granted. They accordingly direct that wherever Inams have been assigned for the up-keep of the topes, the local officers should strictly enforce the terms of the grant and that where no Inams are assigned for their up-keep their maintenance may be left in the hands of the hakdars, so long as they continue to look after them properly and when the hakdars fail to look after them properly, they should be deprived of their hak to the usufruct of the topes and the right to maintain them, in which case, and when there are no hakdars, the duty of maintaining them should be entrusted to the Village Panchayet or Committee wherever there is one, or to the patel with the help of the villagers where there is no Committee.

(G. O. No. R. 1-9—L. R. 247-18-3, dated 1st July 1919.)

Village Account Forms.

Government do not consider it desirable to accept the suggestion to open a new column in the khate, khirdi and patta registers for the purpose of showing whenever kandayam is paid the survey number of the land for which such payment is made. They agree with the Revenue Commissioner that when an occupant of the land, other than the registered holder pays kandayam with a request that the amount may be appropriated for a particular survey number or survey numbers the same should be accepted and an entry to that effect made in the connected records, an extract of the khirdi being given whenever desired by a payer. It is also clearly to be given to understand that Government accept the appropriation without prejudice to their rights to proceed against all the lands included in the khate.

The Revenue Commissioner is requested to issue a general circular accordingly pointing out the resolution in clear terms.

(G. O. No. R. 88-97—L. R. 75-10-10, dated 2nd July 1919.)

Levy of Mohatarfa Tax.

Prior to the year 1860, various taxes on castes and professions, besides taxes on houses, shops and oil-mills, were levied and included under the general head of Mohatarfa. In the year 1860, however, a general revision of the Mohatarfa taxes took place which resulted in many of the items on which such taxes were levied being omitted, the following five only being retained :—

Tax on houses.

Do looms.

Do shops.

Tax on oil-mills.

Do ploughs.

In the year 1871 the plough tax was also abolished and a local cess of one anna per rupee on the revenue of the assessed lands was introduced in its stead. A tax on carts at the uniform rate of Rs. 2 per cart per annum was newly introduced in 1870. The rate of the tax on carts drawn by single bullock was subsequently fixed at Re. 1 per cart. From the 1st July 1897, the loom tax was abolished. With these minor modifications this system of taxation, that was prescribed in the past, has been continued up to the present time and the following are the items on which the tax is levied now :—

1. Houses.

2. Shops.

3. Oil-mills.

4. Carts.

The rates of taxation, fixed for the above items of the Mohatarfa in the late Chief Commissioner's Circular Order No. 265, dated the 28th September 1860, and the exemptions granted from payment of these taxes, have continued to the present time with only a single modification in the rate of tax levied on single bullock carts.

The principle of the Mohatarfa system of taxation is that it should reach those classes who do not contribute to the Land Revenue, and this and the ancient custom of the country have been the cause for exempting several classes of people from the operation of the tax.

The question of giving a legal basis for the levy of Mohatarfa taxes and revising them has been under the consideration of Government for a long time. In 1912, the question was considered by a Special Committee of the Economic Conference appointed for examining the question of imposing fresh taxation including income-tax. Again in 1914, the recommendations of this Committee were referred for opinion to another Special Committee of the said Conference, appointed for considering questions relating to local finance. The opinion of both the Committees is that the taxes on houses, especially of the better class, and of shops are capable of enhancement, that cart tax may be levied at a uniform rate of Re. 1 per cart per annum on all carts agricultural or non-agricultural and at 8 annas on wadder carts and that the oil-mill tax should be abolished. The Special Committee on Local Finance, recommended that the Mohatarfa should be entirely made over to local bodies and should cease to be an item of revenue of the Central Government and this recommendation was concurred in by the Local Boards and Municipal Conference held in Mysore in 1915, and by the majority of the District Boards.

In Government Order No. 3005-55—Ml. 132-16-1, dated the 16th November 1916, the Government, while laying down their policy in regard to the extension of the Local Self-Government Scheme have already assigned to the Local Boards the Mohatarfa recovered in rural areas inclusive of the Unions.

By the passing of the Local Boards and Village Panchayets Regulation, VI of 1918, Unions, as such, have ceased to exist and Village Panchayets have been constituted separately with power to levy not only house and shop taxes, but also a tax on vacant sites and hittals and a cess for works of communal benefit. The present position in regard to Mohatarfa taxation is therefore as follows:—

- (i) It is levied on houses, shops, oil-mills and carts in all villages for which Village Panchayets have not been constituted subject to the rules relating to the exemptions in respect of each item.
- (ii) It is levied as Mohatarfa only on oil-mills and carts in villages having such Village Panchayets subject to the usual exemptions.

It is now intended to revise the rates of Mohatarfa taxation and to do away with certain exemptions which have been in force from time immemorial so as to improve the income from this source. The legal basis of the existing system of Mohatarfa taxation being mamool or usage, it will be necessary to take power to alter or modify the system by legislation. Having regard to the following two circumstances, Government do not consider it necessary to resort to independent legislation:—

- (i) The first circumstance is that, under Section 56 of the new Local Boards and Village Panchayets Regulation, 1918, Village Panchayets are expressly authorized to levy a tax on houses and shops and a tax on vacant sites and hittals.
- (ii) The second is that, though Section 23 of the Regulation does not expressly refer to the balance of the Mohatarfa revenue as a matter of fact, Government have assigned the whole of such balance for expenditure by District Boards. In the result, therefore, no portion of the Mohatarfa revenue is or is proposed to be utilized by Government, for State purposes. That being so, Section 23 has to be amended so as to empower each District Board to directly levy for the District Fund instead of indirectly accepting it as an assignment from Government, (i) a tax on houses, shops, vacant sites and hittals not situate in Municipal areas, and not liable to be taxed by Village Panchayets under Section 56, at rates not exceeding those to be fixed by Government and also subject to such rules as may be framed by them and (ii) a tax on carts at such rates as may be approved by Government. Necessary action will accordingly be taken in the Legislative Department, at a very early date. The oil-mill tax will be abolished with effect from 1st July 1919.

At present, exemptions from payment of the house tax are granted in favor of agriculturists, barabaluti hakdars, tiglars growing vegetables on their lands, religious and charitable institutions, cooly huts in coffee estates, Brahmins, Rajputs and Mohamedans. In some cases exemptions are based on considerations of race and in others on religious grounds, while agriculturists are exempted on the ground that Mohatarfa was intended to reach classes not contributing to Land Revenue. As regards cart tax, agriculturists, Matts, and waddar carts employed by the Public Works Department, enjoy exemption. It is however, observed that such exemptions have led in the past to much confusion in regard to their levy, and the evasion of payment on purely technical grounds. Whether, in view of the fact that the entire amount is now a part of the local funds and that local conveniences demand larger extent of local taxation it is not necessary that such exemptions should be sparingly allowed and in rare instances only without reference to estates, communities or interests, is a matter which seems to require the serious consideration of the District Boards.

The recommendations of the District Boards, in the matter of revising the rate of taxes on houses, shops and carts will be taken up for consideration after the regulation is suitably amended.

(G. O. No. R. 3491-508—L. B. 47-19-1, dated 11th September 1919.)

JUDICIAL.

Legal Practitioners.

TIME LIMIT EXTENDED IN THE CASE OF CANDIDATES FOR ENROIMENT AS SECOND GRADE PLEADERS.

The Select Committee appointed to consider the Bill to amend the Mysore Legal Practitioners' Regulation, 1884, recommended in their report that the time limit of two years fixed in paragraph 5 of the Government Order dated 22nd October 1917 may be extended by another three years in order to allow a sufficient number of persons to enrol themselves as Second Grade Pleaders. The Chief Court have no objection to the Committee's recommendation, which is accordingly approved.

(G. O. No. G. 5860-1--Cts. 262-18-3, dated 5th September 1919.)

POLICE.

The Maharaja's Police Medal.

RULES FOR ITS AWARD.

Government are pleased to accord sanction to the scheme for the institution of a Medal to be called "The Maharaja's Police Medal" as suggested by the Inspector-General of Police, and to the rules proposed to regulate its award. The scheme and the rules are appended to this order.

APPENDIX.

SCHEME FOR THE INSTITUTION OF "THE MAHARAJA'S POLICE MEDAL."

With a view to encourage conspicuous devotion to duty and the performance of acts requiring exceptional courage and skill on the part of Police Officers, His Highness the Maharaja is pleased to institute and create a medal which shall be designated and styled "The Maharaja's Police Medal."

2. The medal shall consist of a circular medal of silver with His Highness the Maharaja's Effigy on the obverse and on the reverse the name of the person to whom it is awarded (and will ordinarily be presented on the last day of the Dasara Durbar).

3. The medal shall be awarded only to those members of the Mysore Police Force, who have performed acts of exceptional courage and skill or have exhibited conspicuous devotion to duty, and such award shall be made only on a recommendation submitted to the Government of His Highness the Maharaja by the Inspector-General of Police.

4. The names of those upon whom this Decoration shall be conferred shall be published in the *Mysore Gazette* and a Register thereof shall be kept in the Chief Secretariat.

5. The medal shall be suspended from the left breast, and the riband, of an inch in width, shall be red with a narrow silver stripe on either side.

6. Any act of gallantry which is worthy of recognition by the award of the medal, but is performed by one upon whom the Decoration has already been conferred, may, on a recommendation by the Government, be recorded by a bar attached to the riband by which

the medal is suspended; and for every such additional act an additional bar may be added.

7. If any person on whom the Decoration is conferred be found guilty of any crime or disgraceful conduct, which disqualifies him for the same, his medal shall be forfeited, and his name shall be forthwith erased from the register. Every person to whom the said medal is given shall, before receiving the same, enter into an agreement to return the same, if his name shall be so erased as aforesaid. His Highness the Maharaja of Mysore shall be the sole judge of the circumstances demanding such forfeiture.

RULES.

The following rules shall be observed in submitting recommendations for the grant of the "Maharaja's Police Medal."

1. A list of the names of persons who are recommended for the medal shall be submitted once in each year to the Government of His Highness the Maharaja by the Inspector-General of Police in the month of September each year.

2. Such list shall contain the name and rank of each person recommended, the District or other Police Force of which he is or was a member, and particulars of the action or service for which the grant of the medal is recommended.

3. The number of medals awarded in any one year shall ordinarily be two.

4. The qualifications for the grant of the medal shall be as follows:—

1. Conspicuous gallantry in saving life and property or in preventing crime or arresting criminals; the risks incurred to be estimated with due regard to the obligations and duties of the officer concerned.

2. A specially distinguished record in administrative or detective service.

3. Success in organizing the Police Force or in maintaining its organisation under special difficulties.

4. Special services in dealing with serious or widespread outbreaks of crime or public disorder, or of fire.

5. Valuable political and secret service.

6. Special services on the occasion of the visits of distinguished visitors.

7. Prolonged service; but only when distinguished by very exceptional ability and merit.

(G. O. No. G. 4348-9—Pol. 168-18-4, dated 21st August 1919.)

MEDICAL.

Improvement of Medical aid in the State.

RECOMMENDATIONS OF THE SPECIAL COMMITTEE.

The accompanying Report of the Committee appointed in G. O. No. G. 17729-35 -Med. 70-18-1, dated 18-2-19, to consider the question of medical relief in the State, is published for favour of public opinion.

COMMITTEE'S REPORT.

Existing organisation for medical relief.

We are of the opinion that the existing organisation for medical relief is not quite adequate and needs improvement. Excluding the Bangalore and the Mysore Cities, there are now 120 Local Fund Dispensaries in the State which are insufficient to meet the medical needs of the rural population. We recommend the opening of 110 new dispensaries during the next five years. We have carefully gone through the list of places where dispensaries now exist and of those where the opening of new ones is suggested by the Deputy Commissioners and the District Medical Officers of the several districts. Considering the area, population and the climatic and other conditions of the several localities, the 110 new dispensaries may be distributed as follows:—

Bangalore District	...	...	...	10
Kolar	..	...	...	12
Tumkur	..	...	...	14
Mysore	..	...	...	17
Chitaldiug	..	...	...	15
Hassan	..	...	...	10
Kadur	..	...	...	14
Shimoga	..	...	...	18
Total				110

To enhance the usefulness of the dispensaries at the important stations of Nanjangud, Seringapatam, Channapatna, Chikballapur, Davangere, Saklespur, Mudgere and Koppa, we think it desirable to post a Sub-Assistant Surgeon to each, to help the Assistant Surgeons now in charge, in doing major operations, and to increase the number of beds in these institutions to 10 or more according to local needs. Similarly, an extra Sub-Assistant Surgeon (a junior) may be posted to each dispensary in certain other places which have a large population or are considered to be important from a commercial or other point of

view, the number of such places being limited to 20. The Committee would leave the selection of the places where new dispensaries should be opened and of those where extra Sub-Assistant Surgeons should be posted, to be made by the Senior Surgeon in consultation with the District Boards concerned. We further think it necessary to develop the present hospitals in District Headquarters other than Bangalore and Mysore and to bring them up-to-date. It is also necessary to construct new and up-to-date buildings for the Lunatic Asylum.

Medical aid through Ayurvedic and Unani Institutions.

We think that the extension of medical aid through indigenous institutions is feasible if properly qualified Vaidyas and Hakims could be turned out from the training institution at Mysore, which, again, is possible only if competent professors of the Ayurvedic and Unani systems of medicine become available.

Improving Female Medical aid.

The provision, at each taluk headquarter, of a female dispensary in charge of a lady Sub-Assistant Surgeon, is an ideal which the Committee would recommend to be kept in view and worked up to, as qualified hands become available. Each such dispensary should be provided with two midwives, so that one may always be available for work at the dispensary when the other is called away to attend on labour cases outside. It is desirable to have Maternities at each district headquarter and to provide facilities therein for local *dayees* to undergo training in scientific midwifery. They should be provided with quarters in the premises and be granted liberal scholarships. The Committee are given to understand that this matter is already under the consideration of Government and that a beginning has been made in Shimoga. We would press for the early construction of an up-to-date building for the Maternity at Bangalore which should be shifted from the present antiquated building.

Medical Faculty.

We think it is advisable to start a Medical Faculty at Bangalore in connection with the Mysore University, at a very early date, by establishing a Medical College, the cost of which works out, roughly, as follows :—Non-recurring 8,25,000 and Recurring Rs. 60,100.

Financial responsibility in regard to Medical Institutions.

The District Headquarter Hospitals are now being maintained entirely by Government and we think that this may be continued. As regards the medical institutions in rural areas, the majority (4) of us are of opinion that, in view of the poor finances of most of the District and Municipal Boards, the Government may be pleased to bear the entire initial cost of dispensaries, and one-half of the total recurring charges, the other half being met by the local bodies. The

opinion of the two dissenting members is that the Government and the Local Boards may bear the initial as well as the recurring charges equally.

Immediate requirements of the Department.

As regards Medical Officers (Surgeons and Assistant surgeons) we understand that the full sanctioned strength is now working and that in view of the improved pay and prospects recently sanctioned, recruitment to this class will offer no difficulty.

It is only Sub-Assistant Surgeons that will be required in large numbers, say, 25 to 30 every year, at least during the next five years, for the new dispensaries and to fill up the vacancies. The minimum pay of Rs. 45 recently fixed by the Government may not be inadequate to local candidates. But in view of the fact that for some years more we shall have to depend on qualified hands from outside, we recommend the raising of the minimum pay of Sub-Assistant Surgeons to Rs. 50 the minimum obtainable in the Madras service. We understand that Government have sanctioned 25 scholarships of Rs. 15 each for male candidates and 4 of Rs. 20 each for female candidates to undergo training as Sub-Assistant Surgeons, and consider that this provision is ample for our requirements. It was represented that sufficient number of local candidates possessing the required educational qualification were not forthcoming in the last two years and to meet the difficulty, the scholarships might be thrown open to outside candidates also, preference being given to local candidates. We however, hope that, in view of the rate of scholarship being raised to Rs. 15 and the improvement in the starting pay of Sub-Assistant Surgeons, a sufficient number of local S. S. L. C. men will be forthcoming hereafter.

The pay and prospects of Compounders need early improvement and we recommend the early sanction of the scale proposed by the Senior Surgeon, when recruitment to this class will be easy.

APPENDIX I.

NOTE BY THE SENIOR SURGEON.

Present organisation for medical relief.

Whether the existing arrangements for medical relief in the State are adequate, is a matter of opinion. While from the popular point of view, the scope for increasing the number of medical institutions is very large, from an administrative point of view the question is purely one of ways and means. The following figures taken from the annual administration reports of the Medical Departments of the Madras Presidency and the Mysore State, for the year 1917, speak for themselves.

The Madras Presidency, with an area of 1,42,330 square miles and a population of 4,14,05,404, contains 707 medical institutions (indigenous institutions excluded) or one institution for every 201 square miles and for every 57,556 of the population. Mysore, with an area of 29,461 square miles and a population of 57,05,359 contains 174 medical institutions, or one institution for every 169 square miles and for every 32,789 of the population. Compared with the neighbouring Presidency, therefore, the Mysore State has provided greater facilities for medical aid to its population.

The whole State is divided into 79 Taluks (including the Jahgirs of Yelandur and Sringeri). The average area of a Taluk is 373 square miles, which is equal to a circle of nearly 11 miles radius. Every taluk contains at least one dispensary, at its headquarter. There are 22 taluks containing two dispensaries each, 4 containing three dispensaries each, the taluks of Manjarabad, Sagar and Chikmagalur four dispensaries each and the taluks of Tarikere and Tirthahalli five dispensaries each.

Dispensaries in outlying parts.

From the opinions furnished by the District Officers, the opening of new dispensaries is necessary in 10 places in the Bangalore District, 12 in the Kolar District, 14 in Tumkur, 7 in Mysore, 7 in Hassan, 6 in Kadur, 17 in Shimoga and 24 in the Chitaldrug District or a total of 97. It may be taken that the number of new dispensaries required is about 100.

Ayurvedic and Unani Institutions.

There are 9 indigenous institutions in the Bangalore District, of which 3 are in the Bangalore City and 6 in the taluks; 1 in the Kolar District, 5 in the Tumkur District; 11 in the Mysore District, of which 4 are in the Mysore City and 7 in the taluks; 3 in the Hassan District, 3 in the Kadur District; and 6 in the Shimoga District, and 6 in the Chitaldrug District. So long as the standard of training and the qualification of Vaidyans and Hakims remain what they are at present, it is a point for consideration, how far it is justifiable for Government to subsidise these indigenous institutions and authorise medical aid to population through them.

Female medical relief.

Under this head, the first place has to be given to the provision of help to women in labor. There are 19 midwives in the Bangalore District, 16 in the Kolar District, 14 in Tumkur, 27 in Mysore, 15 in Hassan, 18 in Shimoga, 14 in Kadur and 11 in the Chitaldrug District, or 134 midwives in all, working in the State. If a midwife be attached to each of the new dispensaries proposed in paragraph 2 above, the total number of midwives will be 234. Government in their Order No. G. 7849-51—Med, 130-16-4, dated 29th October 1918,

have sanctioned the grant of 10 scholarships of Rs. 15 each to *Dayees* or women practising midwifery in the crude way. With the co-operation of the local Revenue authorities and of non-official gentlemen, if the required number of candidates of each class could be secured, 28 qualified midwives will be turned out every year, of whom 20 can be available for the 20 dispensaries to be opened every year for the next five years.

As regards general medical aid to women, there are at present, three well equipped Maternities at Bangalore, Mysore and Robertsonpet, six Female Dispensaries, one at each of the other six district headquarters, with accommodation for a few beds, and one each at Sagar, Chikballapur, Tarikere and Tirthahalli. The total number of Female dispensaries (including Maternities) now working in the State is 13. The establishment of female dispensaries at Davangere, Nanjangud and Chintamani is under consideration. Female dispensaries, with accommodation for a few cases of confinement may with advantage be opened at Saklespur, Koppa, Mudgere and Kallurkatte. This will bring the number of female medical institutions to 20.

Future programme.

So far as medical institutions are concerned, the programme for meeting the requirements noted above are, 100 new dispensaries, development of each of the six Female dispensaries at district headquarters (except Bangalore and Mysore), the starting of seven new Female dispensaries or dispensaries with provision for the admission of a few maternity cases. To this may be added the improvement of the existing District Headquarter Hospitals (except those of Bangalore and Mysore). Spread over five years, the above work will mean, establishing 20 new dispensaries every year, development of at least one Civil Hospital and the connected Female dispensary, and the opening of two or three Female dispensaries, during each of the next five years.

APPENDIX II.

NOTE ON THE AYURVEDIC MEDICAL COLLEGE BY MR. S. R. BALAKRISHNA RAO.

The College is now under the management of the Muzrai department. The attention that is bestowed on it cannot be said to be adequate, the chief function of the department being the efficient administration of temples, mosques, etc. It appears as if the College is preserved more as an ancient institution, where time-honoured practices in the art of healing are encouraged than as a regular branch of the present day administration. It is well-known that we cannot supplant the indigenous systems of medical treatment, even if we multiply the allopathic dispensaries ten-fold or even hundred-fold. Nor do I consider it proper to so ignore the indigenous system as to

eventually end it out-right. It does not require any elaborate pleading for the continuance and encouragement of this system. Without therefore dilating on the matter any more, I would recommend :—

- (1) That the Mysore Ayurvedic College be placed under the administrative control of the Educational Department or the University.
- (2) That the staff do consist of graduates in medicine who have had training in the Ayurvedic College in British India or who have studied Ayurveda in proper manner.
- (3) That an indigenous medical service be constituted with a regular cadre and the same placed on a footing of equality to other regular departments of Government, so as to ensure to the candidates passing out of the College a decent start in Government service instead of the present uncertain employment by the District Boards and Municipalities.

APPENDIX III.

NOTE BY DR. H. B. MYLVAGANAM.

Ceylon, with a population of 4,632,384 on 31st December 1917, had besides a Lunatic Asylum and Leper Asylum in Colombo which are capable of accommodating respectively 514 and 406 patients, 84 Government Hospitals with accommodation varying from 12 to 665 beds. In addition to these Hospitals, there were 441 central and branch dispensaries. Besides these, there were six other Hospitals in course of construction including a second Leper Asylum in 1917. The Hospitals and Dispensaries in Ceylon are built, equipped and maintained by the Ceylon Government. All the medical men in charge of the Hospitals and Dispensaries are either Licentiates of the Ceylon Medical College which has existed for the past 50 years or men qualified in English Universities. There are no Sub-Assistant Surgeons in Ceylon.

But in Mysore State with a population of 5,705,359 we have only 174 medical institutions in all. Out of the 174 medical institutions, there are only 7 District Hospitals and 161 Local Fund Dispensaries, besides the Hospitals at Bangalore and Mysore and the Minto Ophthalmic Hospital. Most of the officers in charge of the Dispensaries belong to a class of medical men indigenous to India, known as Sub-Assistant Surgeons. In the past, they have done useful work in the absence of a sufficient number of fully qualified medical men in India. As Mysore is a self-governing State, independent of British India, with enormous resources of its own, there is no longer any necessity to follow in the foot steps of the neighbouring Presidencies. Let us go a step further and follow the examples set by Ceylon and other British Colonies in their medical organization. Our District

Hospitals are badly equipped and officered. They have no staff of trained nurses to speak of. The officers in charge of these institutions are mostly incapable men. The number of men with European qualifications is very few in Mysore and we need more men with European training to be in charge of the District Hospitals. These Hospitals require to be made more attractive and useful, by placing efficient men in their charge. Promotion by seniority in service has been the cause of retrogression in the past.

I earnestly suggest that we gradually replace the Sub-Assistant Surgeons with graduates or Licentiates in medicine as in Ceylon. It is only then that we can hope to give adequate medical relief to the people in the State. As the science of medicine has progressed by rapid strides during the past 20 or 30 years, it has become no longer possible to limit the curriculum of studies of the Sub-Assistant Surgeon class to four years. It is not possible to teach them all the important subjects within four years' time. Therefore the training must necessarily be inadequate. So, when these men go out into the world as medical men, they form very poor exponents of western medicine. It would therefore be more economical in the long run and more efficient, if we replace them with graduates whose curriculum of studies extends to five years or more.

The Ceylon Medical College has, during the past 50 years of its existence, been the back bone of its Medical department. It has not only supplied all the necessary recruits to the Medical department of Ceylon but has also supplied a good number of officers to the Straits Settlements.

If we are earnest in improving the medical organization of the State, the only course open to us is to start a Medical College at once. It will be the back-bone of our Medical department and we shall never run short of recruits to our service. The best of our graduates could be sent to England for further training as is done in Ceylon. If my suggestion to replace the Sub-Assistant Surgeons with graduates in the course of time, is accepted by the Government, then we shall require all the graduates we turn out for the next 20 years or so, for our own medical service. The question of expenditure should not stand in the way of improving our medical service.

The State is urgently in need of a Medical College to train our men to take charge of our hospitals and dispensaries and the longer we delay in making up our minds, the worse it will be for the future welfare of the State. I have always contended in and out of season that economic progress of the State for which we have spent lakhs of rupees in the past will result in no benefit to the population if we neglect their health. Their very vitality is being undermined at present for want of timely medical relief and their earning capacity is thereby reduced to a minimum. Instances are not wanting in malnad districts where malaria and anchylostomiasis are playing havoc and are sapping the vitality of the inhabitants. The people of the State appreciate western medicine in preference to the indigenous systems of medicine as is evidenced by the large number of patients who seek

medical advice in all the large and well-equipped hospitals of the State. If the people in the villages and taluks don't take kindly to western medicine, the fault lies on our part in not providing them with efficient men and well-equipped institutions.

The Mysore University Senate and the present Committee are unanimously in favour of a Medical College to be established in Bangalore. In the absence of a suitable building to start a Medical College on a large scale, we shall be able to make a small beginning with 20 students just now with the accommodation available at present in the temporary Medical School and in the Dissecting Room newly erected for the Sub-Assistant Surgeon's Class, with a little inconvenience. There will be no difficulty for the first two years. The first year class in Physics, Chemistry and Biology will be held in the Central College and Anatomy in the present Dissecting Room. In the second year, an additional class in Physiology can be held in the present Medical School, and the necessary equipment will not be much, considering the limited number of students proposed. In the meantime, a suitable building for a Medical College will have to be erected in the site already selected. The probable sum required for the building and equipment and the recurring expenditure are mentioned in the Committee's report. We would require a Professor in Physiology for the second year as we have no suitable men in our service to take up that subject. The subject for the 3rd, 4th and 5th years will necessarily have to be taught in the wards except Pathology and Bacteriology and Hygiene which require well-equipped laboratories. In this connection, I wish to point out the urgent need of an up-to-date Bacteriological Institute and Public Health Laboratory for the State, officered by qualified men, competent to make original investigations in tropical and other diseases peculiar to India. We have enough materials for such research works in our midst, but alas, we are sadly wanting in men to undertake the work. We have no experienced and competent men at present, we can prepare vaccines and sera for the treatment of cases requiring such therapy. We require a man with an established reputation for such work, to be placed in charge of the Bacteriological Institute. He would be of great help to the Medical College in the 3rd year.

In my report to the Senate, I have also made provision to train our students for the Degree of Bachelor of Hygiene. The Sanitary Department of the State requires expansion and the Medical College will be able to supply thoroughly trained men for the work in future years. During the last epidemic of Influenza, our Sanitary Department proved quite inadequate for the task. No effort was made by them to investigate into the causes of the epidemic. Their method of treating Cholera is quite antiquated. The number of sanitary officers in the department is not adequate to meet the requirements of the State, especially in times of severe epidemics. The Sanitary Department of Ceylon consists of a senior Sanitary Officer, one junior Sanitary Officer, two assistant Sanitary Officers, 109 Sanitary Inspectors, a Sanitary Engineer, a Sanitary Superintendent and coolies. I mention

these facts relating to the Sanitary Department as they are intimately connected with Medical Department and the medical training institutions present and prospective.

As the initial expenditure for the first two years is not a large sum, I earnestly request the Government to start a Medical College in July next. It takes five years to turn out a graduate and the sooner we start one the earlier we shall get our men for work. If a Medical College is started at once, there will be no need to re-organise the Medical School as the same Professors will be able to teach the Sub-Assistant Surgeons side by side with the M. B. Students as was done in Madras before the Royapuram Medical School was opened. Even now the Military Assistant Surgeons attend the same classes as the M. B. students. But if the Medical College is likely to be delayed, then I would urge that more scholarships be given to Sub-Assistant Surgeon students and the allowance to the lecturers be increased to Rs. 100 per mensem and that of the Principal to Rs. 150. The present allowance is very small considering the number of hours spent in preparing the subjects and in lecturing to the students. A building for the Medical school and a Hostel are urgently required. The students at present are undergoing very great inconvenience for the want of suitable hostel arrangements. They are obliged to board and lodge amidst unhealthy and undesirable surroundings and are unable to get suitable meals at proper time. A hostel for them is urgently needed. A suitable building could be rented near the Hospital on a moderate monthly rental, if permission is granted.

The Ayurvedic and Unani systems as practised at the present day do not form systems of medicine but a system of pharmacy. These systems of antiquity may have done some useful work in the past when the western medicine was in its infancy, but they have long ceased to progress. The extreme conservatism of the Vaidyas to impart their knowledge to others had been the cause of retrogression. Many valuable drugs have been entirely lost to the world with the death of those successfully practising them at one time. But many of the drugs used by the Vaidyas of the present day, in a crude form, are used in the western medicine in the form of alkaloids and salts of the metals in smaller and effective doses. They have no books on Pathology, Physiology, Anatomy or Bacteriology. The surgery practised in ancient times was very crude. To attempt to revive these ancient systems is a profitless task associated with many difficulties and we shall be setting back the hands of the clock to some centuries behind. But it would be profitable if we should scientifically investigate the indigenous drugs of India by appointing well-trained Pharmacologists in connection with the Medical College or the Indian Institute of Science at Bangalore.

The immediate requirements of the Department are as follows :—

(1) A new Maternity Hospital near Victoria Hospital, with modern conveniences and appliance and officered by a highly trained Lady Doctor. A ward for treating children may be attached to it.

(2) The same for Mysore.

(3) A Lunatic Asylum in a suitable locality to accommodate at least 300 patients.

(4) A well equipped Bacteriological Institute on modern lines with facility to manufacture vaccines and sera on a large scale for the use of the State and to conduct original research work. We have not a single competent man at present in the Sanitary Department to undertake this useful and all important work. We should import a man with an established reputation to conduct research work and offer him a decent salary. To depute a raw recruit to England to study advanced Bacteriology and Pathology and to expect him to conduct research work on his return with profit to himself and others, is a matter of doubtful expediency. One must have sufficient aptitude for research work. Therefore if we can get a man with an established reputation at the onset, we shall be able to train our men under his supervision. It takes years of patient study to acquire that amount of knowledge requisite for research work. A sojourn of a few months in England and the passing of the D. P. H. Examination do not confer the necessary training for this kind of work. I mention the urgent need of a Bacteriological Institute in this report, because we require the co-operation of a Bacteriologist for diagnosing some of our cases by the examination of blood and other excretions of the body and to prepare vaccines for suitable cases.

The present building is an old chattram not suited even for lunatics. A medical man qualified in mental diseases should be placed in charge of it. The present methods of placing any and every one in charge of the lunatics, because they are lunatics, is a retrograde method. It is not at all fair to these unfortunate patients. We should depute an officer to proceed to England to study mental and nervous diseases and on his return he should be placed in charge of this institution.

(5) The accommodation at the Victoria Hospital is quite inadequate to meet the evergrowing demands. Many urgent cases have to be admitted with great inconvenience to others and some times bordering on overcrowding, for want of accommodation. At present there is only accommodation for 140 patients. At least we require not less than 250 to 300 beds at an early date.

(6) An isolation ward to isolate all suspicious cases of fevers and to treat such infectious diseases as enteric fever, diphtheria, etc., has been a long felt want. At present these cases have to be treated side by side with other non-infectious cases which is not at all desirable and not fair to other patients,

We want a well qualified physician to take charge of the Medical Wards at the Victoria Hospital. The present method of placing inexperienced Assistant Surgeons in charge of the medical wards is not at all satisfactory and not in the interest of the premier hospital of the State. We are living in a progressive age and we should march with the times. A man with the diploma of the membership of the Royal College of Physicians (London) or M. D. London is desirable and dignifying to a hospital like the Victoria. All the physicians in Colombo possess these qualifications.

A pathologist with the additional knowledge of advanced Bacteriology and Tropical diseases is urgently required for Victoria Hospital. At present, the important work of the Pathologist is entrusted to Sub-Assistant Surgeons with the most elementary knowledge in the subject. Their diagnosis is in many instances unreliable. All well equipped hospitals, in the civilised world, are provided with *able pathologists*. He forms the back-bone of the hospital and his help is eagerly sought after by the physicians and surgeons. An officer may be deputed to England to study these subjects. A similar officer is also required for the Mysore Hospital. A dental surgeon and a specialist for ear, throat and nose diseases are also required for the Victoria Hospital as well as the Mysore Hospital. We may depute four of our men to study these subjects.

(7) The present Leper Asylum where these unfortunate patients are being treated is a dismal looking and a dingy building. There is hardly any equipment worth speaking. A new building with accommodation for a large number of patients is required. The building should be outside the Infectious Disease Hospital. At present this Asylum is located within the Magadi Camp where all forms of infectious diseases are treated. The lepers require better attention than what they are receiving now. The treatment adopted is very antiquated. The modern methods of treatment are not followed. The dressings used are dirty bandages and cotton soaked with margosa oil. I noticed this unsatisfactory state of affairs when I once visited this hospital in October last.

(8) *A home for incurables.*—At present all incurables from the Victoria Hospital are either sent to the Magadi Camp or are taken away by the relatives of the patients to their homes. The unfortunate ones who have no home comforts prefer to go to Magadi Camp, but they don't find a bed of roses there for them. The condition in which I found them in October last was a pitiable one. These unfortunate patients go there to spend the rest of their days suffering from ailments beyond the reach of science and it is the duty of the City Municipality to provide a fairly comfortable home for them to make their life tolerable and happy. The people who talk of civic and social duties on public platforms may usefully direct their energies in this direction. It is the duty of the philanthropic public who speak of civic duties and social service to provide for the comfort of these miserable fellow citizens. In the absence of such help coming forth readily, the City Municipality or the Government may take up this subject.

In the main report we have mentioned the number of medical men required for expanding our department during the next five years. But they are meant for district work. In addition to that number, we require a few more for special work in Bangalore. I propose that we engage the services of two thoroughly qualified men with the requisite English degrees or diplomas to fill up the post of the Physician to the Victoria Hospital and the Director of the Bacteriological Institute. To send an officer to England to

pass the M. R. C. P. (London) Examination will not only take lot of time and money but after all one may not be sure of the success of the candidate as the examination is a difficult one. It would be cheaper to engage one who has already passed it. One who has passed the M. R. C. P. Examination will also be competent to teach Physiology, in our Medical College when it is started.

For the Directorship of the Bacteriological Institute, we require an officer who has already established a reputation for research work.

Barring these two important posts, the rest may be filled up with our own men trained for a definite period in England. These are, two Dentists, a Specialist in ear, throat and nose diseases, two Pathologists for Victoria Hospital and Mysore Hospital, and a Specialist in mental diseases for the Lunatic Asylum. The appointment of a highly qualified Lady Doctor for the Maternity Hospital when the present incumbent retires has also to be considered now. Such an officer will be urgently required for lecturing at the Medical College in midwifery and diseases of women and children. If we can equip our hospitals in Bangalore on these lines, we shall need no outside help for the future medical college and we shall be able to run it on modern lines with great success.

In my opinion the pay of the Sub-Assistant Surgeons should be raised to the Madras standard, *viz.*, Rs. 50 to 120. Otherwise it will be difficult to obtain recruits for our service. There is much discontent and heart-burn among them and the sooner their pay is increased the better would it be for the department.

APPENDIX IV.

NOTE BY MR. GULAM AHMED KALAMI.

Ayurvedic and Unani institutions.—In view of the past experience and the well known popularity in the country of both the Ayurvedic and Unani systems of medical treatment, they should be wholeheartedly and effectively encouraged and supported by the Government. No matter what the opinions of the European Surgeons and Physicians are in the matter of entertaining or not entertaining any scheme for the furthering of our indigenous systems, I think it is the duty of an Indian State like Mysore to make all possible efforts to extend medical aid in the province through Ayurvedic and Unani institutions also.

To increase, as it is necessary, the number of qualified Vaidyans and Hakims practising in the State, Government may be pleased:—

(1) To take advantage of all the decently managed and fairly well equipped Colleges and schools that now exist in India;

(2) To gradually increase the number and value of the scholarships or stipends now given to the students of these systems of treatment;

(3) To select an increasing number annually of promising Vaidyas and Hakims resident and practising in the various parts of the province and send them over to approved Ayurvedic and Unani Colleges in India for education and training, giving them liberal stipends for their maintenance during the period ;

(4) To select a number also of fairly well educated young Mysoreans and grant them tempting scholarships to join such institutions and get themselves fully qualified and certificated.

Note.— The above scholarship-holders and certificated Vaidyas and Hakims should be bound by agreements to settle down in the State and start their practice. They must also agree to serve the Government for a fixed period *if called upon to do so*. When so employed they should be eligible to get the same salaries, grade and allowances as are given in the State to the Sub-Assistant Surgeons.

Until the number of properly trained, qualified and certificated Vaidyans and Hakims becomes appreciably large, even experienced and popular Vaidyans and Hakims now enjoying extensive private practice in the various parts of the State and commanding public confidence should be encouraged and enabled by the Government to further widen the scope of their usefulness by instituting a grant-in-aid system on the lines now in vogue in the Educational Department. This grant-in-aid system will keep them under official discipline and supervision and bring them into direct contact with the Medical Officers of the Government and enable them also to continue their good work under healthy and inspiring influences.

Before the Government proceeds to reorganise and improve the efficiency of the existing Ayurvedic and Unani Hospitals or Schools maintained by the Government or the Local Boards or the Municipalities, I would strongly recommend the selection and deputation of several willing and suitably educated Sub-Assistant Surgeons in the State service of not less than five years standing to join approved Ayurvedic and Unani Colleges in India and study the respective systems thoroughly. This arrangement will prove a great source of improvement of the indigenous system of medical aid and also become the means of wholesome encouragement to the Aurvedic and Unani Institutions which are now depending for their support mainly on public enterprise. Such Sub-Assistant Surgeons, when they return to State service after their training in the Ayurvedic and Unani Colleges, may very well be employed to be in charge of the State Ayurvedic and Unani Dispensaries, or may be entrusted with the duty of inspecting the grant-in-aid institutions and extending the system of State aid to Vaidyans and Hakims who have an appreciable amount of private practice.

Selected Medical Officers of higher grades and qualifications also may be deputed to undergo the same kind of training and eventually undertake research work in a scientific manner.

The ever increasing usefulness and popularity of the Ayurvedic and Unani Dispensaries located at Mysore City and maintained probably by the Municipality cannot be disputed. The Government will

do well to take over these hospitals and improve their condition with a view to make them model institutions. If this is not considered advisable the Municipality of Mysore may be given a special grant for the better equipment and general improvement of these hospitals. It is also necessary that such Ayurvedic and Unani Dispensaries should be immediately established in the City of Bangalore either by the Government or the Municipality.

(G. O. No. G. 4287—Med. 70-18-6, dated 21st August 1919.)

EDUCATION.

Education in Mysore.

FUTURE POLICY OF GOVERNMENT.

In 1913, the Government of His Highness the Maharaja adopted a policy of vigorous expansion of education in all the grades which has resulted in remarkable development of elementary and higher education throughout the State. The number of pupils under instruction has increased during the quinquennium from 1,56,440 to 3,53,861 and the number of institutions from 4,568 to 10,740. The expenditure on education excluding University Education has risen from Rs. 20,01,303 in 1912-13 to Rs. 31,43,346 at the end of the quinquennium. A separate University at a cost of about 7 lakhs of rupees per annum has been established. A large number of schemes for the expansion of education in all the grades has been introduced. Owing mainly to the rapidity and the magnitude of these developments, the existing organisation has not been able to adjust itself to the rate of progress imposed and in order therefore to derive benefits commensurate with the number of institutions started and the amount of expenditure incurred, it is necessary to adopt immediately suitable measures to consolidate the progress already made and place future expansion on a firm basis. With this object the Dewan in his address to the Representative Assembly in April 1919 promised a general review of the Educational Policy in Mysore and a resolution of Government indicating the lines of further development on the basis of past experience.

The subject of laying down a policy for expansion of education in all the grades and for its future development has been engaging the attention of Government for some time past. In July 1916, with the object of taking a cursory view of the whole position, a Conference of all the Educational Officers of the State was summoned by the then Member in charge of Education and a memorandum indicating certain immediate reforms was then prepared. Some of the problems then suggested are yet awaiting solution and owing to the continued and increasing activities of the department since then, the position has become more and more complex and demands an immediate settlement of the policy and programme of expenditure for the future. With a view therefore to enable Government to deal with the whole subject in a comprehensive manner and to regulate the future expenditure on education, the Inspector-General of Education was requested about the middle of last year to submit a report regarding the standardisation of the requirements of the department and a

forecast of expenditure for the next five years. Mr. Reddy has made a careful study of the whole situation and submitted an exhaustive report dealing with a variety of questions which vitally concern the general educational policy of the State. His report brings out in relief the defects of the existing system, *viz.*, the want of co-ordination between primary and higher education at present in the State, the inefficiency of the grant-in-aid primary schools, the practical difficulties in the way of continuing them on their present basis, the anomalies of the system of compulsory education and the divergence in types of the middle schools, and deals fully with the need for evolving a single type of middle schools to suit the varying conditions of rural and urban life, for the introduction of the polytechnic types of schools, for the remodelling of women's education and for securing greater correlation in the entire system.

In dealing with the recommendations of the Inspector-General of Education, Government have, in the memorandum published herewith,* given a historical retrospect of the progress of education in Mysore in all its branches, discussed the defects of the present system and suggested tentatively the main lines on which the future development of education may be organised so as to place it on an efficient basis. The questions involved, such as, the provision of facilities on an adequate scale for placing education within the reach of all the people of the State, educational finance, delegation of greater responsibilities both financial and executive with regard to education to local bodies, the medium of instruction, the remodelling of women's education, the revision of the entire scheme of industrial education, the provision of an adequate number of training schools, the extension of the principle of free education, etc., are of outstanding importance and as they vitally affect the interests of the people of the State, Government do not propose to commit themselves to any changes in methods or policy without giving the fullest opportunity to all bodies and persons interested in the adoption of a sound educational policy for the future to examine the proposals and offer their criticisms and opinions.

The proposals embodied in the memorandum should be treated as being of a tentative character. A period of three months will be allowed for submission to Government of criticisms and opinions thereon from the date of publication of this memorandum. Educational Associations, Aided Agencies, Non-official Representatives of the Legislative Council, Members of the Representative Assembly and other leaders of the public interested in education are accordingly invited to study the questions discussed therein and favour Government with definite suggestions thereon within the time prescribed to enable Government to pass orders regarding the several outstanding problems relating to the educational progress in Mysore and consolidation of past work, and lay down a policy for future expansion.

(G. O. No. 1321-80—Edn. 96-19-1, dated 5th August 1919.)

* Omitted here—Summary printed in previous number.

Hostels.

RULES REGULATING GOVERNMENT GRANTS.

With a view to place the working of Government Hostels on a satisfactory basis and to encourage private agencies to come forward to start hostels, Government are pleased to lay down the following rules:—

Government Hostels.—These Hostels should in future be managed in such a way as to be fully self-supporting as regards recurring charges:—

- i. Establishment and boarding charges including rent where the hostel is located in a rented building, should be divided among the boarders who should bear the entire charges.
- ii. Where a Government building is provided for the hostel, room rent should be charged to secure a fair return on the total capital outlay. Where owing to peculiar conditions, the levy of rent fixed on the above basis may operate as a hardship, some reduction may be allowed with the approval of Government.

Equipment charges of Government Hostels will be borne entirely by Government.

Private Hostels.—Rule IV (e) of the Grant-in-aid Code allows the grant of one-third of the cost of providing a permanent building for a hostel and for improving and extending it. Having regard to the large number of places in which hostels are required, Government consider that some special encouragement is necessary for some time to come to induce private agencies to come forward to start hostels. They are therefore pleased to direct that for a period of five years, the building grant to be given to hostels be raised from one-third to half the cost of the building. The grant will be subject to the following conditions:—

(a) The hostels should be under departmental supervision and all regulations for enforcing discipline, etc., among the students should be complied with.

(b) Plans, etc., should be approved by the Department.

(c) In case the building for the construction of which a grant is given by Government is at any time used for any purposes other than as a hostel without the previous sanction of the Department, the grant may be required to be refunded or the building taken over by the Department on payment of the share of the cost of the construction borne by the private agency under the Grant-in-aid Rules.

The existing rules already provide for the following concessions for private hostels, *viz.*—

- (a) A grant towards the pay of Wardens or Tutors of hostels.
- (b) One-third of the cost of equipment and if the hostel is kept in a rented building a contribution of one-third of the rent.

These concessions are sufficiently advantageous to private hostels. Government do not therefore consider it necessary to increase the concessions in other respects.

Government are also pleased to approve of the proposals made by the Inspector-General of Education with regard to:—

1. appointment and duties of supervisors,
2. accommodation of three or more boarders in each room and,
3. concessions proposed for hostels intended for girls and depressed classes for a period of three years.

Separate orders will issue with regard to medical inspection of hostels.

(G. O. No. 451-3—Edn. 35-18-59, dated 11th July 1919.)

THE MYSORE ECONOMIC CONFERENCE.

Revised constitution.

The Mysore Economic Conference was inaugurated in the year 1911 with the object of associating men of enlightenment, public-spirited citizens, prominent agriculturists and merchants in the State with the officers of Government in deliberations connected with the economic development of the country. During the eight years the institution has now been in existence, it has brought about a considerable amount of awakening among the people, developed a spirit of co-operation and enterprise in matters concerning their material and moral progress and has been instrumental in the initiation of a large number of important schemes relating to the development of Education, Agriculture, Industries and Commerce in the State.

Suggestions have been made for some years past both in the Representative Assembly and the Economic Conference that the organisation should be made permanent. A resolution was recorded to that effect at the Birthday Session of the Economic Conference of 1918.

The question as to the exact form which the constitution and organisation of the Conference should take as a permanent institution of the State was discussed at two meetings of the Standing Committee and again in the session of the Conference in June last when the following resolutions were recorded:—

i. That instead of having separate District and Taluk Committees, the economic development work in the districts be transferred to the Local Boards.

ii. That in place of the existing Standing Committee there should be an Economic Development Board consisting of the Dewan, Members of Council, Heads of Development Departments and selected representatives from the Central Boards to review and co-ordinate the work of the Conference as a whole.

iii. That there should be direct representation of the Representative Assembly on each of the Central Boards, the number being fixed by Government.

iv. That the Central Boards, *viz.*, Education, Agriculture and Industries and Commerce should have one member elected by each District Board on it.

v. That a General Conference which would be a joint session of all the Boards and other selected representatives be held once a year during the Birthday week to take stock of the year's work, exchange views on questions of policy and send up resolutions to Government.

Government have carefully considered the various recommendations made and are pleased to direct that economic development work be made an integral part of the functions of the local self-governing bodies and that the Economic Conference be made a permanent adjunct to the administration with a strong and compact central organisation, consisting of official and non-official members to advise upon questions of economic importance and to co-ordinate all activities to the best advantage.

The Economic Conference organisation will in future consist of (1) a Central Board for organising and co-ordinating the work of all the agencies to be known as the Economic Development Board, (2) three Boards corresponding to the existing Central Committees, *viz.*, one for Education, one for Agriculture and one for Industries and Commerce and (3) a Board for Scientific Research and Advice as now constituted under Government Order No. 4550-9—I. & C. 171-16-8, dated the 28th November 1918. Work in the districts will be delegated to the local bodies under the new Local Self-Government scheme as detailed below.

The General Conference will be a joint session of the Central Boards with other selected representatives, held once a year during the Birthday to make suggestions and recommendations on questions of policy and discuss special measures to be adopted for promoting economic development in the State.

The Central Economic Development Board will be composed as follows:—

President.—Dewan. *Vice-Presidents*—Members of Council. *Members.*—Six Heads of Development Departments, *viz.*, Education, Agriculture and Industries and Commerce, Mines and Geology, Forest and Co-operation, also the Revenue Commissioner, the Chief Engineer, the Chief Electrical Engineer and the Financial Secretary.

Three members to be elected by each of the Central Boards for Education, Agriculture and Industries and Commerce.

The total number of members of the Board will, excluding the President and Vice-Presidents, be limited to 20. Elected members will hold office for one year at a time. This body will replace the existing Standing Committee.

The Secretary to Government, Departments of Education and Agriculture will be the *ex-officio* Secretary to the Economic Development Board. One of the Assistant Secretaries attached to the Education Secretariat will also serve as an Assistant Secretary to the Board. The Secretary to the Board will not be a member of the Board.

The Board will meet once in four months. Its functions will be:—

(a) to discuss general questions of policy, to watch and review progress under each scheme and co-ordinate the work of the various agencies, to settle the programme of work for the year and make the necessary distribution of budget allotments;

(b) to make suggestions to Government with regard to the action that may be taken on the recommendations or resolutions of the General Conference; and

(c) to consider important proposals and schemes sent up by the individual Boards and referred to it by the Government and make recommendations thereon.

The Economic Development Board will not, however, exercise any direct executive functions.

In the place of the three existing Central Committees there will in future be four Central Boards, *viz.*, Board of Education, Board of Agriculture, Board of Industries and Commerce and Board of Chemical Research and Scientific Advice. The constitution of the newly established Board of Chemical Research and Scientific Advice sanctioned in Government Order No. 4550-9—I & C. 171-16-8, dated the 28th November 1918, will not for the present be altered except that the Forest Chemist will be an additional member of that Board.

The three Central Boards of Education, Agriculture and Industries and Commerce will be reconstituted as follows with a view to provide for adequate representation of the agencies working in the districts, of the Representative Assembly, of other semi-official and private bodies in the State devoted to economic work of any importance and of any special interests:—

BOARD OF AGRICULTURE.

Chairman.

One of the Members of Council.

Members.

1. The Director of Agriculture.
2. The Chief Engineer of Mysore.
3. The Revenue Commissioner in Mysore.
4. The Superintendent of Animal Husbandry.
5. The Registrar of Co-operative Societies.
6. The Superintendent of Sericulture.
7. The Superintendent of Government Gardens.

Eight members to be elected by the District Boards, one each.

Two members to be elected by the Representative Assembly.

Other members to be nominated by Government with reference to special interests relating to agricultural development, such as Inamdars, Planting Associations, etc.

BOARD OF INDUSTRIES AND COMMERCE.

Chairman.

One of the Members of Council.

Members.

1. The Director of Industries and Commerce.
2. The Conservator of Forests.

3. The Director of Mines and Geology.
4. The Chief Electrical Engineer.
5. The Agent, Mysore Railways.
6. The Forest Economist.

Eight members to be elected by District Boards, one each.

Two members to be elected by the Representative Assembly.

One member to be elected by the Chamber of Commerce.

One member to be elected by the Mysore Bank.

Other members to be nominated by Government.

BOARD OF EDUCATION.

Chairman.

One of the Members of Council.

Members.

1. The Inspector-General of Education.
2. One member to represent the University.

Two members to be nominated by Government to represent aided agencies.

Eight members to be elected by the District Boards, one each.

Two members to be elected by the Representative Assembly.

Two members to be nominated by Government to represent Women's Education.

Three members to represent education of special communities.

One member to represent the Text Book Committee.

Other members to be nominated by Government.

Each Board will be presided over by one of the Members of Council. Both the elected and nominated members will hold office for one year at a time. The number of members of each of the three Central Boards exclusive of the Chairman will be ordinarily limited to 22. The Chairmen of the Boards will have, however, power to co-opt additional members whenever they consider it necessary so as to bring the total number to not more than 25.

Each Board will have a whole-time Secretary who will be specially selected and hold office usually for not more than four years. He will, while so employed, be seconded in the Department on the grade of which he holds a permanent appointment. The Secretary will not be a member of the Board.

The Boards will meet at least once in two months. To deal with individual subjects, Sub-Committees may be appointed who may meet as often as may be necessary.

The functions of the Boards will be the investigation of questions of economic interest, carrying on experiments, formulating schemes for improvements, collecting and spreading information of value by means of bulletins, lectures, etc., and generally advising the people in respect of measures to be adopted for their material and moral welfare.

Ordinarily, the execution of schemes formulated by the Boards and approved by Government will rest with the Executive Departments of Government. But in cases where Government specially so direct, the Boards may themselves undertake the execution of any scheme prepared by them out of their budget grants.

The Boards will be allowed full initiative and financial autonomy subject to budget provision. The powers regarding expenditure now exercised by the President in accordance with Government Order No. G. 4969-73—G. M. 55-12-142, dated the 20th February 1913, will be delegated in their entirety to the Chairmen, subject, however, to the conditions that no appointment, the pay of which is fixed at or above or progressive to or above Rs. 100 per mensem or of which the period exceeds one year are sanctioned without the previous approval of Government.

With regard to economic work in the Districts, Government consider that it is no longer necessary to have separate District Committees for the purpose and that the functions of these Committees may be advantageously handed over to the District Boards. The Local Boards Regulation makes due provision for the carrying on of such functions by the local self-governing bodies and Government therefore direct that in future, the District Committees need not exist as separate bodies unconnected with District Boards. The Regulation will be amended so as to impose the duty of promoting economic and other developments in each local area as an obligatory function on all District Boards.

The District Boards should have three separate Sub-Committees to deal with Education, Agriculture and Industries and Commerce respectively. Officers of the technical departments concerned attached to the districts may be appointed as Secretaries to these sub-committees. Rules will be framed by Government to indicate procedure and other details with reference to the economic work of these local bodies. The general lines of work may, however, be laid down as follows.

The President of the District Board will be responsible for the due co-ordination of the work of the several agencies with a view to the attainment of practical results. A suitable grant will be given to the District Boards to enable them to carry out the additional functions now delegated to them.

The District Boards may apply to Government for assistance to entertain for specific periods out of the grants sanctioned, any special staff that they may consider necessary for carrying on the work of economic development. Such special staff may include the services of a special officer to work under the President subject to the control of the Board, to assist the Board in co-ordinating the work of the various agencies in the district and to adopt special measures for the economic development of the areas.

In addition to the Government grants, the District Boards will be expected to provide funds from their own resources to meet the expenditure on development work. Any voluntary contributions raised may also be utilised for economic development work.

The District Boards will be accountable to the Central Economic Development Board for the proper administration of the grants made to them. All executive work should as far as possible be carried out through departmental agency. In matters pertaining to the work of any Central Board, the recommendations of the District Boards should, in the first instance, be made to the Central Board concerned.

Similarly, in the case of taluks, the Taluk Progress Committees will cease to exist and these functions will be merged with and delegated to the Taluk Boards who will attend to all economic work by means of Sub-Committees to be appointed as in the case of the District Boards. A suitable allotment will be made by each District Board to the various Taluk Boards to meet expenditure connected with economic development. In cities and towns where there are Municipal Councils, these bodies should similarly undertake functions relating to economic improvements in the Municipal areas concerned.

The work of economic progress in villages will devolve upon the Village Panchayets as contemplated in the Village Panchayets Regulation and where there are no Village Panchayets, will be attended to by the Village Improvement Committees.

The Sub-Committees for Education, Agriculture and Industries and Commerce of the District and Taluk Boards referred to above will be reconstituted afresh every year. The strength of the Sub-Committees of the District Boards shall not be more than ten including official members, but the Presidents of the District Boards shall be at liberty to co-opt additional members whenever necessary for the consideration of any particular subject or subjects. The strength of the Sub-Committees of the Taluk Boards will be limited to seven.

The General Economic Conference will as hitherto meet in a Session once annually during the Birthday of His Highness the Maharaja. Its membership will be increased to 100 as follows:—

Members of Central Boards	...	...	75
Deputy Commissioners of Districts	...	...	8
Members of Legislative Council (to be elected)	...	...	2
Members of City Municipalities	do	...	2
Members of Town Municipalities	do	...	4
Others to be nominated to represent special communities and interests.			9
Total			100

Members who have been specially elected to the Economic Conference will hold office for a period of three years unless the body which they represent has been reconstituted when a fresh election will be held. All nominated members will hold office for one year.

The functions of the Conference will be purely advisory. It may offer suggestions and record resolutions, which will have effect only as recommendations, on questions of policy and special measures to be adopted for promoting economic development in the State, but it

will have no administrative powers or functions and no control over finance. It will have, however, the right of interpellation. It will have the power of making suggestions as regards the work and programme of the Central Boards and District Boards and moving resolutions on the Conference Budget. It will be supplied with information regarding the progress of all important economic schemes introduced into the State. It may also be consulted with regard to any important economic schemes or questions of policy engaging the attention of the Central Boards or the Departments concerned.

The Secretary, Economic Development Board, will also be the Secretary to the Economic Conference.

The budget allotment of the Economic Conference will for the present, be Rs. 2 lakhs, the expenditure on establishment being limited to Rs. 75,000. Separate orders will issue regarding the permanent and other establishments to be attached to the various sections of the Conference Organisation.

(G. O. No. 514-66.—E. C. 15-19-1, dated 12th July 1919.)

PUBLIC WORKS.

Tank projects.

RULES FOR THEIR PREPARATION.

At present, the procedure in regard to selection of irrigation projects is not well defined, and the following rules are laid down for guidance:—

(1) Estimates for the restoration and repairs of tanks should be prepared in the order of urgency and importance. This will be decided in consultation with the Deputy Commissioner of the District.

(2) The Executive Engineers of Divisions should be asked not to take up the detailed preparation of a project until all the preliminaries, including contribution from raiyats are settled and administrative sanction is given by competent authority.

(3) A list of major tanks in each district should be maintained in the prescribed form.

(4) Tanks, the cost of restoration of which does not exceed ten years' revenue must first be restored in preference to those requiring a larger outlay.

(5) Restoration of tanks, involving extension of irrigation under them and consequently a large capital outlay to prove remunerative should be carefully investigated, in the order of their urgency and importance, and should be taken up as funds become available.

(6) Tanks for which raiyats come forward with liberal contributions should have preference, but the question of contribution should first be settled.

Exception.—In case, however, of those tanks whose condition is such as to cause damage to those lower down the series or to a railway line, their restoration should be undertaken without regard to the conditions set forth in rules *supra*.

(7) The list of sanctioned works maintained in each district should be verified each year before the budget programme is drawn up and only such works which could be taken up during the year should be provided for therein.

These rules should be brought into force with effect from the current year.

(G. O. No. P. W. 456-68—B. 1451-63, dated 1st August 1919.)

Water-Supply in Bangalore.**MAXIMUM FREE ALLOWANCE OF WATER.**

One of the recommendations made by the Committee appointed to concert measures for reducing the consumption of water in Bangalore City, is that the maximum free allowance for any dwelling house be limited to 15,000 gallons per month, and any excess charged for at the usual rate of 12 annas per 1,000 gallons.

It is reported that there are 40 domestic connections for which the free allowance per month is more than 15,000 gallons. The total free allowance for these houses at present is 2,884,162 gallons per quarter; if it be limited to 15,000 gallons a month, the total free allowance per quarter will be 1,800,000 gallons, thus causing a saving of 1,084,162 gallons per quarter.

As the rules prescribe a minimum free allowance, it is considered desirable that a maximum should also be fixed.

Rule 11 of the revised water-supply rules will be amended as follows:—

The quantity of water which any owner of a house or property will be allowed to draw from his house-connection free of any charge (other than the general water rate to be assessed upon the annual rental value of his house and premises) shall be regulated in accordance with the following scale:—

“For every one rupee of the rental value of the house and premises, the authorised free allowance shall be 160 gallons, but in no case shall such free allowance be less than 4,000 gallons or more than 15,000 gallons per month.”

(G. O. No. P. W. 570-5—M. 1808-13, dated 9th August 1919.)

LOCAL SELF-GOVERNMENT.

Rural Water-Supply.

REVISED INSTRUCTIONS REGARDING LEVY OF CONTRIBUTION.

Government agree with the Deputy Commissioners in thinking that the present rule requiring raiyats to contribute half the cost of well work, acts in several cases as a hardship and has contributed to some extent to retard the progress of the scheme, and they recognise the necessity for granting additional concessions in the matter of the recovery of contributions from the raiyats. In modification of the existing orders in the matter, Government are therefore pleased to direct as follows—

- (i) Ordinarily, the contribution payable by villagers on account of the Drinking Water Wells will be fixed at one-third of the cost of the well, such contribution being either in cash or in the shape of labour.
- (ii) The contribution will be waived in the case of wells sunk for the depressed classes; and
- (iii) In villages where distress prevails or where there is danger of cholera breaking out, wells may be constructed wholly at the cost of Government, the discretion being exercised by Deputy Commissioners of Districts.

Government hope that with the above concessions progress under the scheme will be more rapid than hitherto.

G. O. No. R. 2360-70—Ml. 30-18-5, dated 16th August 1919.

Local Boards.

ELECTION OF PUBLIC SERVANTS.

Government are pleased to direct that no full-time servant of Government, who is not thereby disqualified from standing for election as a Member of a Local Board shall take office as an elected member thereof without having obtained their previous approval through his departmental superior.

(G. O. No. R. 3285-334—L. B. 26-19-5, dated 6th September 1919.)

Municipal Councils in Taluk Stations.**TEMPORARY ABSENCE OF EX-OFFICIO PRESIDENT.**

Government take this opportunity to observe that in all cases in which Amildars have been appointed *ex-officio* members and Presidents of Municipal Councils, it is not strictly correct to allow subordinate taluk officials who look after the current duties of the Amildar during the latter's absence on short leave, to exercise the functions of the Municipal President. Government therefore direct that whenever an Amildar who is also *ex-officio* President of the Municipal Council is absent on leave or whenever the office of an Amildar is temporarily vacant and no successor as such has been appointed by Government the Vice-President of the Municipal Council may look after the duties of the President, as authorised in section 25 (2) (b) of the Mysore Municipal Regulation.

(G. O. No. R. 2952-62—Ml. 17-19-10, dated 1st September 1919.)

MISCELLANEOUS.

The Press Room.

Admission to the Press Room will be by cards issued to the accredited representatives of newspapers of recognised standing. Applications for such cards should be made by the Editor of the newspaper concerned to the Chief Secretary to Government. These passes will be tenable for one calendar year and application for their renewal should be made one month before the close of that year. .

The Press Room will be opened during the usual office hours, *i.e.*, from 11 A.M. to 5 P.M. and from 7-30 to 11 A.M., on days on which the office is held in the morning.

The Room will be under the control of the Chief Secretary to Government who will regulate the supply of Government Orders and other official papers marked for the Editors' table to the Public Press and will also take steps from time to time to see that the Press Room is supplied with useful books of reference, Government compilations, and Administration Reports and Blue Books.

All Government Orders, Press Communiques, Gazettes, Weekly and Extraordinary, or other official papers placed at the disposal of the Press will be sent to the Press Room, as soon as possible after issue.

Notices of important meetings held in all parts of the State will be posted on a notice board in the Press Room.

Press Correspondents will, in future, address the Registrar, General and Revenue Secretariat, if they have any complaints or suggestions to make, in regard to the Press Room.

(G. O. No. G. 274-77—G. M. 113-18-7, dated 24th June 1919.)

Mysore Civil Service Rules.

SOME AMENDMENTS.

According to Rule VIII of the Mysore Civil Service Rules of 6th January 1913, as modified by Government Order No. G. 546-96—G. M. 327-16-29, dated 17th July 1917, officers admitted to the Civil Service are required to pass all the Local Service Examinations before the completion of the probationary period of two years. Such of them as fail to qualify within that period are liable to loss of relative rank, consequent on the confirmation of their juniors who do so qualify.

In the case, however, of the officers appointed in January 1918, it has been represented to Government that the interval between the date of their appointment and the date of the first examination held thereafter was too short to allow of adequate preparation on their part and that they had virtually only a single chance available to them which they could properly avail themselves of, namely, that afforded by the examination of 1920. Government have considered the representations carefully and have decided to amend Rule VIII of the Civil Service Rules as follows:—

Add the following as proviso (1) to clause (a) and read the second sentence of clause (a) as proviso (2).

“Provided that if there is not an interval of at least six months between the date of appointment of a Probationer to the Civil Service and of any of the aforesaid examinations held next after such appointment, the Probationer may be permitted to qualify for such examination at the next opportunity open to him after expiry of the period of probation, without his relative rank being affected.”

Government are further pleased to direct that the benefit of the new proviso as above be allowed to the present batch of Probationary Assistant Commissioners.

(G. O. No. 1666-1709—C.B. 13-18-75, dated 25th June 1919.)

Elections to the Representative Assembly.

QUORUM FOR MEETINGS OF RECOGNISED ASSOCIATIONS.

Government do not approve of the suggestion that (in the case of Associations who are allowed to return members to the Representative Assembly) votes may be recorded by post. They are pleased to direct that the quorum for meetings held by Associations for deputing members to the Representative Assembly be reduced to 25 persons or 25% of the membership of an Association whichever is larger.

(G. O. No. G. 4353-60—R. A. 40-18-10, dated 21st August 1919.)

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

The Mysore Economic Conference

PUBLICATIONS ISSUED.

1. Report of work done by the Industries and Commerce Committee during 1918-19.
 2. Do Education Committee.
 3. Do Agricultural Committee.
 4. Review of work done by the Conference since its inception up to 30th April 1919.
-

The Industries and Commerce Committee publications

1. Bulletin No. 34—The value of Economic Statistics in India By Dr. Gilbert Slater.
 2. Bulletin No. 35—Note on Lac cultivation in Mysore—By Rao Sahib Mr. M. Rama Rao.
-

Department of Mines and Geology

Report of the Chief Inspector of Mines for the year 1917-18, together with statistics for the calendar year 1917. [Price Rupees Two.]

PART III—EXTRACTS.

AGRICULTURE.

Proposal to constitute a Board of Agriculture.

[Madras.]

A proposal was made in 1918 that a provincial board of agriculture should be constituted for the Madras Presidency somewhat on the lines of the Board of Agriculture in India and that it should meet annually for the discussion of agricultural questions of local interest. After consultation with the Director of Agriculture the Government decided that it was unnecessary to constitute a provincial board of agriculture in this Presidency.

Subsequently in April 1919, the Hon'ble Diwan Bahadur M. Ramachandra Rao Pantulu Garu moved a resolution recommending the establishment of a board of agriculture for this Presidency. The resolution was, however, withdrawn on the assurance of the Government that the question would be re-examined in the light of the remarks of the honourable mover.

The Hon'ble Mr. Ramachandra Rao in the course of the discussions on the resolution suggested that the provincial board of agriculture would not only tend to develop agricultural research and organise agricultural experiments in the districts, but would be a means of enlisting the co-operation of non-officials interested in scientific agriculture. He added that such a board would help agriculturists and landowners to interest themselves in scientific methods of agriculture and suggested that a board be constituted for this Presidency as an advisory or administrative body on the model of the Board of Agriculture in England.

One method by which the Government have afforded an opportunity to persons interested in scientific agriculture of co-operating with the officials of the agricultural department has been by the appointment of honorary visitors to the Central Farm and Research Institute at Coimbatore and to the agricultural station at Samalkot in the Godavari district. Honorary visitors were first appointed to the central farm in 1909 and eighteen gentlemen were last appointed in 1918. These gentlemen are chosen as far as possible to represent the classes who take a practical interest in agriculture; the number of

visitors appointed has varied from 15 to 25; but the maximum number that visited the farm in any single year has never exceeded six and the average number during the last three years was only two. Fourteen visitors have paid no visit at all. Experience has been similar at Samalkot. In compliance with a suggestion of the Godavari District Association in 1915, twelve honorary visitors were appointed to this station and it is reported that five of these have paid twelve visits since January 1916 whereas seven have not visited the farm at all. Moreover, as stated in the Agricultural Calendar, all visitors are most cordially welcomed at all times at the Government agricultural farms and information is given in the calendar showing what can be seen at each farm and the best time of year to visit it.

As to the second object which according to the Hon'ble Mr. Ramachandra Rao the proposed board could fulfil, *viz.*, the encouragement of interest in scientific methods of agriculture, the Government consider that the annual conference which is held annually at Coimbatore gives large landowners and others interested in agriculture an excellent opportunity of getting into close touch with the officers of the agricultural department once a year and of giving practical effect to their interest in modern and scientific agriculture. The visitors of the college and other large landowners and persons interested in agriculture are invited to the conference; papers are read and discussions take place but no formal resolutions are moved. The constitution of a formal board of agriculture is not, in the opinion of His Excellency in Council, likely to stimulate any greater interest in agriculture and the only alterations which would be made in the present annual conference at Coimbatore if such a board were created and took the place of the conference would be the limitation of the number of persons entitled to take part in it to the members of the board and the moving and passing of formal resolutions.

Further, agricultural questions in Madras are very much localised and only a few of the most general questions can usefully be discussed at a provincial gathering in English; a real discussion of agricultural questions can only take place in the vernaculars at gatherings of raiyats of particular localities; such meetings are held constantly by the assistant and deputy directors of agriculture.

A board such as that proposed by the Hon'ble Mr. Ramachandra Rao for the purposes specified would not follow the analogy of the Board of Agriculture and Fisheries in England, the members of which are all officials such as the five principal Secretaries of State.

The Director of Agriculture (Mr. G. A. D. Stuart) has suggested:—

(i) that inter-departmental conferences might be held when necessary to discuss special subjects such as irrigation, fuel and fodder, agricultural education, etc., and that to such conferences some non-official gentlemen who are specially interested in the subjects might be invited; and

(ii) that the informal meeting, which is usually held immediately before the biennial meeting of the Board of Agriculture in India

to enable the official delegates to ascertain the views of the rest of the department on the subjects that are to be discussed at the Board's meeting, might be made more formal and officers of other departments and non-officials might be invited to attend according to the subjects under consideration.

The Government have accepted these suggestions and requested the Director to submit to them some time before the conferences are held programmes of such conferences and the names of any non-official gentlemen who should be invited to attend them. The further opportunity that will thus be afforded to non-officials of taking part in agricultural conferences in future will, it is hoped, also serve to associate gentlemen of the landed classes still more closely with the work of the department.

In these circumstances, His Excellency in Council has concluded on further consideration that no useful purpose will be served by the constitution of a provincial board of agriculture in this Presidency.

Agricultural Department.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918-19.

[Madras.]

The question of the Government's policy regarding agricultural education received careful attention during the year. A special grant has been obtained from the Government of India in connexion with the improvement of agricultural education and it has been decided to construct a separate college for ordinary teaching purposes, setting apart the existing building at Coimbatore solely for purposes of research and the higher training of selected students. An agricultural middle school will be opened on the West Coast in 1920 as an experiment and it is contemplated that two more should be established shortly afterwards.

The remarks of the Director regarding the quality of the students seeking admission to the Agricultural College are not very hopeful. In reviewing last year's report the Government remarked upon the deterioration in the quality of the students selected for admission to the college in 1917. It is a matter for regret that the present report does not show any improvement in this respect. The Government are anxiously considering the possibility of attracting a better class of recruits in numbers sufficient for the needs of the department and hope that a solution will be found whereby the college will be able to produce men of a really adequate standard of training.

During the year under review, a scheme for the improvement of the dairy business in the Madras City was sanctioned and the Agricultural Department is considering the problems connected with the organization and development of co-operative societies among the

milkmen of Madras. The question of opening a cattle farm in the Kangayam tract is also under the consideration of the Government. It has not been possible to commence work at the cattle-breeding station at Chintaldevi in the Nellore district. The necessary buildings for the housing of the cattle are not yet ready, but it is hoped that some progress will be possible in the current year.

The efforts of the department were as usual largely directed towards improving the quality and yield of the important crops. The investigation into the methods of planting, irrigating and manuring the paddy crop received adequate attention and it is gratifying to find that Mr. Parnell has been able to evolve superior strains of paddy and to reduce the period of duration of the crop without diminution in yield. The importance of manuring the crop, especially when heavier yielding strains are sown, is obvious, and the Government await with interest the result of the researches into the possibilities of utilizing the phosphate deposits in Trichinopoly in a form suitable for the paddy plant. The Government note with pleasure the testimony borne by the Indian Cotton Committee to the good work done by the Madras Agricultural Department for the improvement of cotton in the Presidency.

Side by side with the improvement of the quantity of Cambodia cotton, the department is faced with the problem of exterminating the pests affecting it. Under section 3 of the Madras Agricultural Pests and Diseases Act, 1919, the 'stem weevil' and the 'pink boll-worm' have, since the close of the year, been declared insect pests in respect of Cambodia cotton in Coimbatore district exclusive of the Kollegal taluk. The Government realize that the action taken against these pests will press hard on some of the landholders this year, but it is hoped that the raiyats will not be prevented by transitory hardship from appreciating the necessity and the importance of this useful and urgent measure which is solely calculated to safeguard their own interests.

With the return of more normal conditions the Government look forward to a great expansion of the activities of the Engineering section whose operations were necessarily restricted on account of the difficulty of obtaining stores and materials during the year.

Agricultural Department.

GOVERNMENT RESOLUTION ON THE REPORT FOR THE YEAR 1918-19.

[Bengal.]

Agricultural Schools.

The number of students from Bengal at the inter-provincial agricultural college at Sabour, in the district of Bhagalpur, in the province of Bihar and Orissa, rose from 17 in the previous year to 32 in the year under review ; of these, four held scholarships awarded by Dis-

trict Boards. The advance in numbers is remarkable and is attributed to the stimulus afforded by the creation of a service of district agricultural officers in Bengal, which was at the time under recruitment. On the basis of a scheme formulated by Mr. E. Biss of the Education Department, the establishment of two agricultural vernacular schools, one at Dacca and the other at Chinsura, was sanctioned during the year, for the training of the sons of cultivators in improvements in purely practical agriculture. It is hoped that most of the boys who attend these schools will return to their homes to make practical use of what they have been taught; and there is no thought or design of providing them with employment in Government service subsequently. It is expected that the school at Dacca will open in next January. A prospectus is under preparation which will be obtainable from the Director of Agriculture. The result of this experiment will be awaited with much interest. At the same time a scheme for the creation of an Agricultural Institute at Dacca, as foreshadowed by the Calcutta University Commission, is also under consideration.

Paddy.

The *indrasail* variety of transplanted *aman* paddy, or winter rice, which the Agricultural Department discovered by a process of selection, continues to be the best in point of view of yield; it is estimated that it yields three maunds per acre more grain than the average of the local varieties it displaces. Originally the distribution of the seed of this variety had been confined to the Dacca and Mymensingh districts; but in the year under review it was extended over wider areas in Eastern and Northern Bengal, where the variety is reported to be generally suitable. Seventy-five tons of seed were distributed in 10 lbs. packets, and those cultivators, who are so fortunate as to possess a surplus of seed, are supplying their neighbours with seed. It is estimated that there will be 250,000 acres under this variety in the present season, 1919-20. Its success appears to be established. Experiments were made in the selection of the best deep-water winter varieties suitable to the low-lying areas in the east and south-east of the province. The *Kataktara* variety of *aus* paddy, or autumn rice, also discovered by a process of selection, was tested in nearly all the districts in which such rice is grown. It met with remarkable success and a large demand has arisen round centres where the seed has been distributed; for, it is not only superior in yield but also in quality to the ordinary variety of autumn rice. Another variety of autumn rice, *viz.*, the *Surjamukhi*, which appears to have nearly the same advantages as *Kataktara* together with superior advantages in the way of straw, is under experiment. A special effort is also being made to discover an early but heavy yielder for use in the high lands of such districts as Bankura, where the crop is precarious and frequently fails in a year of short rainfall. So far the results from the trials of the selected variety of *Kataktara* as a transplanted rice in that district are encouraging, whilst in the Botanical Section

experiments are being made to obtain by a series of crosses a combination in one variety of the two qualities of earliness and high yield. Moreover, a survey of the varieties grown in the Presidency and Burdwan Divisions has been started at Chinsura, with the object of selecting the best early varieties suitable to the west of the province.

Activities of the Department.

Amongst other activities of the Agricultural Department during the year under review may be mentioned the investigation of fertilizer's suitable for jute; the chemical survey of the different soils in the province; the expansion of the new crop of groundnut in the Burdwan Division; the improvement of the tobacco crop; and the examination and selection of local and exotic varieties of sugarcane in respect of their suitability to Bengal conditions. Strides have been made in the work done at the Rangpur cattle farm, and it is now anticipated that the question whether the importation of outside blood is necessary or desirable for the improvement of breed will soon be answered. Until, however, this problem is solved, the Director of Agriculture rightly remarks that such operations should not be extended. During the year, owing to the marked rise in the price of cotton goods, public attention was attracted to the question of extending the cultivation of cotton in Bengal. A free distribution of the Dharwar variety was accordingly sanctioned for the April sowings, the result of which must be awaited; and Mr. N. Pillai, the Weaving Expert, was placed on special duty to investigate the requirements of the local weavers in respect of cotton and the number of *charkas* (spinning wheels) in the province. That conditions in Bengal are not generally favourable to any marked extension of cotton cultivation is now confirmed by the opinion expressed in the report of the Indian Cotton Committee, 1919, that exotic varieties of cotton are unsuited to the climatic and other conditions of the province, and that there seems no prospect of any appreciable extension of the area under the indigenous varieties. The recommendations of that Committee are under examination.

In pursuance of the policy of providing each district in Bengal with a farm, the establishment of three new farms was sanctioned in Mymensingh, Comilla and Bogra. It is anticipated that they will be ready for work in the forthcoming cold weather. The District Boards of Pabna and Bakarganj have also come forward with offers of co-operation in the establishment of farms in these two districts. Further, Sir Daniel Hamilton placed a farm at the disposal of the Agricultural Department at Gosaba in the 24-Pargannas. The establishment of seed stores at each district headquarters in the province was sanctioned during the year.

Agricultural Associations.

An encouraging feature of the year is the growth of small non-official thana associations of practical cultivators as a link between the Agricultural Department and the cultivators in the districts of

Birbhum and Faridpur. The attitude of Government towards these associations and the functions they are expected to perform in providing this link have been described in an important Resolution. No. 631 T. R., published by this Government on the 7th June 1919. Since the close of the year, a Board of the Agricultural Department, Bengal, has been established to advise on agricultural questions affecting the whole province. Its constitution is as follows:—

- (1) The Director of Agriculture, Bengal, *ex-officio* President;
- (2) The Deputy Directors of Agriculture, Bengal;
- (3) The Agricultural Experts in Bengal; and
- (4) The Superintendent, Civil Veterinary Department, Bengal, so long as the Veterinary and Agricultural Departments are amalgamated.

The duties of the Board will be mainly advisory; they will advise Government on matters referred to them for opinion or on any other matter which the President may consider suitable for discussion. The President is empowered to convene committees to sit at any time during the year, to which visitors may be invited whose presence is necessary for the discussion of the particular matter in hand, such as, representatives of a trade concerned, and others.

There will be an annual meeting which will be held on such date and in such place as the President may decide. To it the Director of Agriculture is empowered to invite other officials interested in agriculture, large land-owners, representative agriculturists, representatives of the allied trades and others interested in rural development, selected in such a manner as to be representative of the agricultural interests of each district throughout the presidency.

From the above description of the work of the department during the year, it will appear that there is considerable justification for the Director's assertion that the past year may be said to have been one of all-round progress for the Agricultural Department. If it does not provide a sufficient answer to the critics of the department, who allege that its successes are either non-existent or not very conspicuous, the following quotation from the report may serve to bring home to them the fallacy of such an allegation:—

“The departmentally selected rice and jute at present occupy roughly 250,000 acres and 100,000 acres, respectively. Taking the average increased yields of the improved paddy and jute over local races which they have replaced, to be 3 maunds (240 lbs.) and 2 maunds (160 lbs.) per acre, respectively, we arrive at the conclusion that, in the present year, the Bengal cultivator will in the aggregate be better off on this account alone, by about Rs. 40 lakhs (£250,000 sterling). This figure may be expected to increase rapidly, for practically the whole rice and jute crops of the province will probably be affected in quite a few years. In this case the net income of the cultivators of rice and jute in Bengal would be increased by as much as Rs. 12 crores (£7,500,000 sterling) per annum.” If the department does only this, it will have fully justified its existence, though there are still many other ways in which it can prove its usefulness.

CO-OPERATIVE SOCIETIES.

Annual Report for 1917-18.

GOVERNMENT RESOLUTION.

[Bombay.]

General progress.

The report on the working of Co-operative Societies during the year 1917-18 is an interesting record. The form of the report has been so modified as to throw into the highest relief the working of primary societies which constitute the most important branch of co-operation and to accord a less prominent position, though a not less interesting description, to those institutions for finance or control which are ancillary to the primary societies. A new and instructive statement is included in the report to show how far the loans advanced to agricultural societies have been devoted to the purposes for which they are mainly intended. These two improvements materially enhance the interest of the report.

Amongst the improvements which have been effected during the course of the year may be noted as of great importance to the promotion of the movement, the appointment as Divisional Honorary Organisers of experienced advocates of co-operation in each of the Divisions. The ripe experience and the stimulus which these gentlemen can bring to bear upon the groups of societies throughout their spheres of influence should go far to improve and co-ordinate the work of the societies, for nothing is more marked in these annual reports than the extent to which the sound progress of co-operation depends upon the intelligent interest and zeal of honorary organisers with local influence.

During the year under review, the number of societies increased from 1,281 to 1,615, the membership from 1,31,000 to 1,56,800 and the working capital from 123·2 to 162·8 lakhs. It is a particularly satisfactory feature that the growth of capital proceeds at a more rapid pace than the increase in membership. While members increased by 19 per cent compared with 22 per cent in the previous year, the growth of capital amounted to 32 per cent as against 26 per cent in 1916-17. The average capital per head increased during the year from Rs. 65 to Rs. 71.

Agricultural Societies.

Agricultural societies are the most important manifestations of the co-operative movement. Their number rose from 1,091 to 1,390

while the capital increased from 52 to 72 lakhs. Of this amount 39 per cent consisted of deposits from members and non-members indicating the growth of economy and the security of the investment, while 46 per cent represented loans from the central financing institutions. At the commencement of the movement loans from Government formed a prominent part in the capital of the societies. The fact that to-day only 2·6 per cent of the capital is lent by Government is a proof of the hold which co-operation has gained upon the public confidence. The Registrar has given a very interesting account of an investigation into the utilisation of the loans in agricultural societies and may usefully be compared with the corresponding figures for the Punjab where co-operation has made very considerable progress. It appears that out of 61½ lakhs of loans covered by the enquiry nearly 40 lakhs have been devoted to current agricultural expenses. It is satisfactory that not more than 3 lakhs have been devoted to domestic expenses, and the percentage of 5 compares favourably with the corresponding Punjab figure of 13. There is no cause for alarm as the Registrar points out in the small percentage of 5 devoted to meeting Government dues and the corresponding figure of 15·5 in the Punjab shows this clearly. The wisdom of the application of 11½ lakhs to liquidate old debts is perhaps doubtful. The percentage is only 18 against 21 in the Punjab report. Generally the committees may be congratulated on their economic perspective. Government consider that the periodical insertion in the report of statistics of this nature will be of great service towards a proper estimation of the real progress of co-operative principles.

Amongst the non-credit types of agricultural societies which are formed for the supply of manure, seed, farming implements and stock or for the collection, sale and transport of produce, there are signs of satisfactory progress, though the present abnormal conditions militate against a more rapid advance. The sale societies such as the jaggery societies on the Nira have been impeded by the lack of transport owing to the war, while societies for the supply of agricultural implements are hampered considerably by the present shortage and high prices of agricultural machinery. The cotton sale societies should go far to eliminate from the local trade many of the abuses from which the producer suffers, when the members realise that they must abide by the rules of the societies to which they belong. Great hopes have been entertained of the improvement which might be effected by the establishment of dairy societies on the production and supply of milk, but the account of the existing societies gives small promise of success under present conditions. Government observe however that the supervision has been defective, and they trust that the improved arrangements devised for the future will result in the development of a type of dairy society on sound, sanitary and economic lines. This is a form of society for which Government have evinced special interest by the grant of special loans partly free of interest in order to stimulate their development. Cattle-breeding societies continue to give promise of success in areas where grazing facilities are available,

and should show better results with the expert advice which is provided by a recently sanctioned scheme.

Non-agricultural Societies.

The principal types of non-agricultural credit societies are the People's Banks, and societies formed of Railway employees and Government servants in large offices and also the societies which have been established amongst the mill-hands in Bombay City. In many cases substantial progress has been recorded in the report, but in these urban societies the high cost of living and the general instability of present conditions have exercised an unsettling effect. The most successful instances of People's Banks are those established in the towns of the Southern Division. In the Central Division this type of society has with one or two exceptions made little headway and in the Northern Division has not yet obtained a firm foothold. These People's Banks particularly administer to the needs of the labouring classes in the 'mofussil and to those depressed classes who appear to be unable to maintain successful societies of their own.

A considerable number of societies of employees have been formed, the best of which continue to be the Railway societies which are carefully managed and afford excellent examples of true co-operation and self-help, doubtless due to the existence of intelligent supervision and a sense of discipline and communal interest already existing amongst the members.

It is unfortunate that the enthusiasm which dominated the early work of the Debt Redemption Society in Bombay established for the amelioration of the mill-population in Bombay should have abated in the absence of the stimulating personality of its chief leader and that in consequence many of the societies are moribund and verging on liquidation. Government are inclined to the view that debt redemption as the primary object of a society is not a successful principle and that better results may be expected from a new type of society the first object of which is to inculcate thrift and punctuality in payment as a preliminary to the redemption of debt.

No new housing societies were established during the year, but those already in existence appear to have done useful work and to have consolidated their position. A great future may be expected for this type of society in the present congested state of Bombay which has created an insistent demand for decent accommodation amongst an educated and thrifty class of people to whom co-operation should appeal with increasing force. The recent grant of State-aid in the form of long term loans on suitable rates of interest should stimulate the development of housing societies which have always found their greatest stumbling block to be the difficulty of attracting capital on favourable terms.

The societies established amongst the weaving classes shew a distinct improvement in membership and capital during the year, and a promising venture in the shape of a union of 10 societies for

the wholesale purchase of yarn was organised. The high price of yarn and a corresponding rise in the price of cloth has stimulated the desire for co-operative action. Probably no class of artisan stands to gain greater benefit than weavers from the adoption of co-operation for the purchase of raw material and the sale of the products of their industry.

Financing.

The financing of the primary societies, to which brief reference has been made above, lies to a considerable extent with the Bombay Central Co-operative Bank and the District Central Banks. The former Bank still lends to some extent to individual societies, but it is satisfactory that further progress has been made towards a position which the Bank will deal with societies only through intermediary financing agencies. Similarly a few District Central Banks which have grown in some cases out of ordinary urban societies continue to lend to individuals as well as to primary societies. In time they may be expected to reach the sounder position in which financing dealings will be conducted only with primary societies through the medium of guaranteeing unions.

The Bombay Central Co-operative Bank passed through a difficult year in 1916-17 but, despite the stringency of the money market, succeeded in raising its capital from 18.4 to 22.8 lakhs. In 1917-18 in the easier and more settled state of the market the capital was raised to 30 $\frac{1}{3}$ lakhs and the Bank advanced 23 lakhs during the course of the year compared with 13 $\frac{1}{3}$ lakhs in the previous year. The brief account of the year's working suffices to show that the Bank is efficiently managed and stands on sound foundations.

Considerable progress was made with the organization and development of the nine District Central Banks, three of which were in the Northern Division, five in the Central Division and one in the Southern Division. The Nagar Central Bank, the Barsi Union and the Karnatak Central Bank in particular made notable progress, the last-named having raised its capital from Rs. 31,000 to 1,63,000 during the year. An important feature of the co-operative economy is the institution of guaranteeing unions between the individual borrowing societies and the financing agencies. On the one hand these unions exercise considerable influence over their constituent societies which depend on the unions to support their loans, while at the same time the unions simplify the financing operations of the central banks by giving guarantees of credit in a more acceptable form than individual societies could present. In time the field will doubtless be covered by a net-work of guaranteeing unions, but at present development in this direction is necessarily gradual as it is necessary that the unions should be composed of compact groups of societies within easy distance of the union's headquarters. Satisfactory progress was recorded during the year, the number of unions rising from 22 to 31, while the number of affiliated societies increased from 115 to 179. As the Registrar indicates, the possibilities of development of both credit

and non-credit types of co-operative societies are well-nigh boundless, but the Governor in Council is satisfied that the present rate of progress is dictated by a cautious and well-considered policy which demands that societies should be organised only on the soundest lines and should receive a thorough training in their duties and responsibilities under careful supervision. A rapid growth which might jeopardise the whole future of the movement is to be deprecated.

Co-operation in United Provinces.

REGISTRAR'S NOTE.

The Lieutenant-Governor has recently had under his consideration the general position of the co-operative movement in the United Provinces. As yet it can hardly be said that the movement has emerged from the stage of education, experiment, and propaganda, but His Honour is satisfied that it is being conducted on correct principles and that there is reason to push forward in the hope that in course of time it will fulfil the expectations that are entertained of it. Due care is now being exercised in registering new societies and in admitting only reliable men as members of such societies. It may also be noted that the financial condition of the movement is satisfactory and that there is no sign of any diminution in the confidence of the investing public.

Nevertheless a great deal remains to be done. The United Provinces stands low in the list of provinces in respect of the proportion to its population both of its societies and of the number of members in such societies. It is also behind other provinces in respect of the amount of capital employed in co-operation. Again, co-operative effort has so far been concentrated in the main on credit among agriculturists. Agriculture is the principal industry of the province and credit is the prime need of agriculture. Amongst the agricultural problems that need solution are the supply of good seed, of improved implements, and artificial manures, instruction in improved agricultural methods, the provision of fodder, the supply of water for irrigation, the profitable sale of agricultural produce, and cattle-breeding. Co-operation will prove an important factor of progress in these matters and co-operation in regard to agriculture must be on the front of the platform. But general industrial development also claims co-operative help and the time has now come to extend the movement to industries other than agriculture. The idea of co-operation has not yet taken root amongst artisans and small traders. These have yet to learn that their exploitation by the middleman is the greatest hindrance to their economic progress and that the best method of removing that hindrance is to eliminate the middleman by means of co-operation.

In order to secure progress in co-operation a large trained staff is

necessary. The Lieutenant-Governor has recently sanctioned a substantial addition to the number of junior assistant registrars (formerly called inspectors) and hopes that it may be possible to make a further addition to it in the near future. He also desires that District Officers should give special attention and every encouragement to the spread of the movement. Their co-operation will be of special value in enlisting the active interest of non-official gentlemen in the movement. Much has been done already by non-officials, especially by landowners, but much more remains to be done. The field is vast and a constant flow of voluntary and honorary workers is essential.

During the cold weather of 1920, probably at the time of the provincial conference of co-operative societies, His Honour will hold a special darbar to which all prominent co-operators will be invited. He earnestly hopes that by that time a great move forward will have been taken.

EXCISE.

Temperance measures in labour centres.

PRESS COMMUNIQUE.

[Madras.]

For some years past reformers in India, as elsewhere, have been considering the possibility of curing the drinking classes of their taste for alcohol by providing attractive substitutes in one form or other.

In 1914, the Superintendent of Pearl and Chank Fisheries obtained good results at Tuticorin in the chank fishing season by opening tea and coffee shops for the benefit of the Parava divers returning from the sea. Encouraged by the success of this experiment the Government advised Collectors and local bodies to promote the opening of tea and coffee shops in and near large labour centres as a counter-attraction to the-liquor shops. The result of this experiment was, on the whole, disappointing. It appears that the tea and coffee shops seldom succeeded in attracting customers from the drinking classes so long as a drink-shop was in easy reach. But the Board of Revenue in reviewing these experiments observed that, if the liquor shops were removed from the immediate neighbourhood of the labour centres, the labourers might accept as sufficient the refreshments which tea and coffee shops had to offer. The Board accordingly sought permission to induce temperance or social societies to conduct experiments on these lines. The first of these experiments is now about to be started.

The Madras Salt Depot employs about 500 coolies, men and women, many of whom belong to the drinking classes. These coolies come to work at 8 A.M. after their morning meal. In the heat of the day they knock off work and take some cold rice. They finish the day's work about 5 P.M. The men can then either go home on an empty stomach to wait till their womenfolk have cooked the evening meal or they can turn in at the nearest liquor shop and get some stimulant at once. As these men have put in a full day's manual labour, it is hardly surprising that they usually choose the latter alternative.

Much the same difficulty arose in England during the war when huge munition factories sprang up suddenly in small towns and villages. The men came out from them after a long and exhausting day's work to find no place where they could get decent food in a reasonable time. They went at once to the drink shops for a stimulant to rid them of their fatigue. The liquor traffic Control Board met the situation by establishing industrial canteens in the factories

where workers might get good and cheap meals at moderate prices. The Central Control Board has claimed that these industrial canteens have been successful. "They have served in part as a counter attraction to the public house and in part have supplied improved nutrition which has reduced the temptation to drink."

Following the example of the Central Board, the Board of Revenue has made arrangements with the Y. M. C. A. to establish a Coolies' Canteen at the Madras Salt Depot.

This Coolies' Canteen will provide meals, refreshments and amusements at a cheap price for the depot coolies when they leave the work. The other labourers in the neighbourhood, *e.g.*, the Railway coolies at the Salt Cotaurs Station will also be allowed to come to the Canteen and get refreshments there if they wish to do so.

The canteen will be housed in a corner of the Madras Salt Depot on a good strip of land on the banks of the Buckingham Canal with an entrance from the Elephant Gate Road. There will be two eating halls, one for Sudras and the other for Panchamas, with kitchens and selling sheds, bathing taps and latrines. The superintendence and sale of the refreshments will be under the direct management of the Y. M. C. A. which will also arrange for amusements in the shape of lantern lectures, cinemas, gramophone entertainments, etc. The Y. M. C. A. hope to follow these up with lectures on other subjects, and eventually to organise among these coolies a co-operative credit society which may make a radical change in their way of life.

The Government have approved the scheme and will provide buildings and equipments costing about Rs. 14,000. They have also undertaken to pay the salary of the Superintendent and cooks and to guarantee the Y. M. C. A. against loss to a limit of Rs. 100 per mensem for the first year. The Y. M. C. A. are putting a full-time trained Secretary on a salary of Rs. 125 per mensem in charge of the experiment so that it may have every chance of success.

INDUSTRIES.

Department of Industries.

GOVERNMENT REVIEW ON THE REPORT FOR THE YEAR 1918-19.

[Madras.]

The year was an extremely difficult one for Madras industries owing to the congestion of the railways and to the difficulty of moving raw materials, more especially coal. Nevertheless, it is satisfactory to note that the Madras Presidency has been able to make a very considerable contribution towards the supply of munitions of war from India.

The Government are considering the possibility of extending and elaborating the work on the improvement of the handloom weaving industry. Meanwhile much interest centres on the experiment of initiating a co-operative credit society at Ichchapuram for the benefit of weavers who were suffering from distress owing to the high price of yarn. This scheme was started originally to relieve the distress of the weavers and to provide a supply of cheap cloths in order to steady the price of cloths bought by the poorer classes. It was formulated rather late with the result that the conditions which the society was to remedy were to a great extent alleviated by the great fall in prices which followed the armistice. The scheme is however being continued partly as an experiment in co-operative production and partly to test the possibility of utilizing co-operative societies for the introduction of improved methods of manufacture.

With regard to technical education the most noteworthy feature of the work of the department has been the success of the Madras Trades School which to a very large extent anticipated the conclusions of the Indian Industrial Commission. It is particularly gratifying to note that the work of the Madras Trades School was carried on at an average cost of only Rs. 54 per pupil. Considering the popularity of the school and the good results which are produced the Government cannot regard the state of affairs as otherwise than extremely satisfactory. The Madras Leather Trades School having very much smaller number of students and being used to a considerable extent for experimental work has of necessity proved a rather expensive institution. The school has however done very useful work.

DIRECTOR'S REPORT.

So far as this Presidency is concerned we have to concentrate our endeavours for the present on a few main lines of development.

For Madras is not rich in metal wealth and industries are, for the most part, dependent on agricultural products and their utilization. In the forefront of our programme must therefore be placed—(1) the treatment of vegetable oils, (2) the manufacture of leather, (3) Mechanical Engineering as applied to Agriculture and (4) Handloom weaving. These are the main heads on which our energies must be concentrated. Interdependent on them is the question of technical education, the control of which has gradually been transferred to this department.

Aims of the Department.—Our main objects are (1) to develop the resources of the Presidency to the utmost, (2) to effect the development of indigenous resources by means of indigenous capital wherever possible, (3) to train the young men of Madras to take their place in industrial life and (4) to render assistance to all who seek our assistance in order to achieve the abovementioned ends and co-operate with others whose goal is the same.

Indian Sugar Industry.

APPOINTMENT OF A COMMITTEE TO INQUIRE INTO THE POSSIBILITIES OF ITS DEVELOPMENT.

Government of India Resolution.

Among the many questions which have been brought into prominence by the war that of the possibility of organising and developing the sugar industry in India stands high in importance. It is not a new question. It has been considered by the Board of Agriculture in India from time to time, and formed one of the main subjects of discussion at its last meeting at Poona in December, 1917, when the necessity for a bureau of information on the industry was emphasised. A beginning in this direction has already been made, and Mr. Wynne Sayer of the Indian Agricultural Service was in February last placed on special duty to undertake the collection and co-ordination of all available information regarding the industry. But this is only a beginning and the Government of India realise that much remains to be done if any material expansion of the industry is to be looked for.

Regarding the desirability of such expansion there can be no doubt. The food value of sugar is high. The annual consumption has been increasing steadily for many years, and in India no less than elsewhere Sugarcane is indigenous in India which, until very recent years, stood first of all countries in the world in its area under cane and its estimated yield of cane sugar, and even now ranks second only to Cuba. Yet it is notorious that the yield both of cane and raw sugar per acre and the percentage of available sugar extracted from the cane, are undesirably low. While, therefore, India should be in a

position, as she was in the past, to produce a surplus of sugar for export, she has in fact had to supplement her own supplies by imports, the tendency of which steadily to increase has only been checked by war conditions. The same conditions have also served to emphasise the disadvantages involved in relying upon external sources of supply. The world prices of sugar have risen enormously with the result that while imports between 1913-14 and 1917-18 fell in quantity from 900,000 to 500,000 tons approximately, they rose slightly in value from 14·96 to 15·32 crores. The beet sugar industry has been disorganised over extensive areas in Europe, and if India cannot now look to herself to supply her own wants she is faced with the alternative of either reducing her consumption of sugar or paying increased amounts to obtain it.

But if the disability of extending the sugar industry in this country is obvious, the difficulties involved are hardly less so. Apart from the difficulties attending the cultivation and manufacture of cane sugar in all countries, the Indian industry is confronted with problems which are either peculiar to India, or exist there in a special degree. The systems of land tenure exhibit great variety, and are complicated by the customary laws of inheritance and joint ownership. Again, the bulk of the sugar produced in India is consumed in its crude state as *gur* or jaggery, and this fact has an essential bearing on the prospects of a successful venture for the production of factory sugar in any particular locality. There are indications that the incentive of the present prices of sugar is attracting considerable attention to India as a further source of supply, and that the necessary capital and business enterprises would be forthcoming if the whole question both in its agricultural and manufacturing aspect were thoroughly investigated, and the conditions essential to the establishment of an organised industry authoritatively defined. The Government of India are therefore of opinion that the time is opportune for the appointment of a representative committee to investigate the problem in all its bearings, and to advise whether a definite and co-ordinated line of policy can be laid down for the promotion of further development. They have accordingly with the approval of His Majesty's Secretary of State decided to appoint a committee for this purpose during the coming cold weather, under the presidency of Mr. J. Mackenna, C. I. E., I. C. S., Agricultural Adviser to the Government of India, and with the following terms of reference.—

1. To examine the various sugarcane growing tracts of India with a view to determining the nature of the expansion possible in such tracts, either by the development of a factory industry or by improvements in the existing indigenous methods.

2. To examine the possibility of consolidating the areas under cane, and of the extent to which this is limited by the existing systems of land tenure.

3. To report on the work already done by the Sugar Expert with regard to the breeding and selection of improved varieties of cane, and to make suggestions as to the extent and direction in which this work can be further expanded.

4. To examine the present methods of co-ordinating work on sugarcane adopted by the agricultural departments working in the various provinces and the efficiency of agricultural practice in vogue in India or recommended by the Agricultural Department.

5. To examine the existing sugar factory industry in India and to advise in what localities and under what conditions a factory industry can be successfully established.

6. To examine the economic and labour conditions now prevalent in the various districts where expansion of the sugar industry is likely and the question of improving railway facilities and other means of transport which may be required with a view to furthering the spread of the industry.

7. To investigate the work that is being done in the introduction of improved small power plants and small power factories.

8. To review the position of India with regard to the world's sugar supply and to formulate recommendations for the improvement of that position.

9. To investigate the conditions under which refined and raw sugar and molasses are imported into India.

10. To examine the effects of controlling such imports by a duty and where necessary grading this duty so as to give preference to sugar grown in British Dependencies.

11. To examine the present conditions governing the manufacture of rum under license from Government and the question of distributing such Government contracts.

The Committee is expected to assemble on the 26th October. It will tour to such extent as may be necessary for the local examination of existing conditions and it will examine witnesses with a view to the thorough consideration of all shades of informed opinion. The Government of India trust the Local Governments and administrations and their officers will afford the Committee all facilities for the furtherance of its investigations and will comply with any requests for information or advice which it may address to them.

JAILS.

Jail Administration in Bihar.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918.

At the request of the Local Government the Sanitary Commissioner with the Government of India was deputed to visit the province, and on his advice the Provincial Sanitary Commissioner has been instructed to make a survey of the sanitary and culinary arrangements of all the jails in the province. The Inspector-General has also been directed to submit a special report on the precautions observed in jails for the prevention and control of dysentery. A tubercular ward is under construction at Bhagalpur and it has been decided to use the Ranchi District Jail as a segregation jail for tubercular convicts. This should help to prevent the spread of tuberculosis in jails and give prisoners who are admitted with the disease a better chance of recovery. In order to facilitate medical control, it has been determined to follow the example of most other provinces in concentrating prisoners to a greater extent in large central jails which are in charge of wholetime Superintendents; and as a first step in this direction the Inspector-General has been directed to submit proposals for the construction of barracks for a thousand more convicts at Buxar Central Jail. The Government of India have been requested to release the officers of the Indian Medical Service who formerly held charge of the central jails and they have promised to do so as soon as military considerations permit. A proposal to increase the allowances paid to the subordinate medical staff in jails, so as to render prison service more popular, is also under consideration. The Lieutenant-Governor in Council trusts that these measures will result in a decided improvement in the health of the prisoners.

Juvenile prisoners.

The working of the Juvenile Jail continued to be satisfactory. But however successful the internal management may be, the best results cannot be expected until each inmate can be detained for a period sufficiently long to effect reformation and a proper organization can be secured to keep in touch with youths after their discharge. The Lieutenant-Governor in Council awaits definite proposals from the Inspector-General to meet both difficulties. On account of the growing demand for accommodation it was proposed to move this jail to Purulia, but this has now proved impossible and the Inspector-General has been directed to formulate other plans.

Jail expenditure.

The average gross expenditure per head on guarding and maintaining prisoners, including the cost of supervision, was practically the same as in 1917 but the net expenditure rose from Rs. 94-2-0 to Rs. 99-14-0 while, owing to the increase in the number of prisoners, the total cost was greater by Rs. 2,39,665. The factory returns show greatly increased profits due chiefly to war conditions, but the Lieutenant-Governor in Council is not satisfied with the present system of accounts. The possibility of improving it and providing for a better audit is now under the consideration of the Accountant-General. The Buxar factory which turns out tents, ropes, uniforms and other articles for the public service and supplied large quantities of tents for the army during the war, is almost wholly responsible for the large profits shown. The only other jail which manufactures on a large scale is Bhagalpur, where there is a woollen mill which produces blankets for the army and the civil departments of Government. The machinery, however, is reported to be in a very bad condition, and as the retention of power plant in jails has been condemned by the Industrial Commission, the Lieutenant-Governor in Council is considering whether it should not be sold and hand looms introduced in its place. The concentration of more prisoners in central jails should enable a larger number to be employed on profitable manufacture and so lessen the net cost of maintenance.

POLICE.

Police Administration.

GOVERNMENT REVIEW ON THE REPORT FOR 1918.

[Madras.]

The period under review was marked by altogether abnormal conditions. High prices and an unfavourable season produced widespread distress with a consequential marked rise in the volume of grave crime. The strength of the police was simultaneously depleted by the deputation of many superior officers on military duty and the enlistment in the army of a considerable number of men. The health of the force suffered exceptionally from epidemic disease, particularly influenza, and recruitment was prejudiced by the competitive demands of the army and by the delay in the grant of war allowances such as had been given to the subordinate ranks in other departments of the public service. In these circumstances and in view of the heavy strain which the police in general had to meet, accentuated by political unrest, it is a matter for satisfaction that there was no falling off in discipline but on the contrary a reduction in the percentage of punishments found necessary, that the standard of detection was maintained and that there was an actual advance in the proportion of successful prosecutions under the more important heads.

The Government are fully alive to the necessity of improving the conditions of service in the department. Some advance has already been made in this direction, notably by the recent revision of the scale of pay applicable to the gazetted ranks, by the temporary grant of war allowances to head constables and constables with effect from the beginning of the current year, and by the duty allowances sanctioned in G. O. No. 1301, Home (Judicial), dated 6th June 1919 to reserve sergeants with the special object of recruiting and retaining non-commissioned officers of the best type.

In the City Police an enhancement of pay has been effected at the expense of a reduction in the sanctioned strength of the constabulary on the principle that an improvement in quality is the most pressing need. In the mofussil an interesting experiment in the same direction has been inaugurated by the introduction in the Coimbatore district of a new class styled 'Nayaks' intermediate between the head constable and the constable, a measure based on the hope that a solution of the existing difficulty of recruitment may be found in the division of the constabulary into two classes, the lower to be employed on beat, patrol, guard, process service and other mechanical duties, and

the higher to be entrusted with criminal investigation and other similar work demanding intelligence, integrity and individual talent.

Another direction in which financial limitations have hitherto barred rapid advance is with regard to the provision of quarters for the subordinate staff, a measure particularly necessary in the case of the headquarter reserves and becoming generally more pressing in view of the rising tendency of rents. The Government agree with the Inspector-General that the allotment for the provisional building programme is regrettably small and hope that financial conditions will before long admit of some expansion.

Mr. Moore refers to the jealous watch which is kept upon any increase in police expenditure and Mr. Thomas foreshadows further inevitable advances in the cost of the department on account of overdue reforms, suggesting at the same time the elimination of certain charges which, in his opinion, do not constitute legitimate debits to the Police Budget. Without committing themselves to this opinion, the Government welcome the suggestion that the aggregate outlay on such items may with advantage be separately worked out [so as to arrive at a clearer estimate of the cost of true police work and to assist in correcting any impression that the expenditure on the Police Department is extravagant.

The Government accept the Inspector-General's estimate of the unfavourable result of the experiment of working without circle inspectors which has been under trial in the districts of Kurnool, Coimbatore and Trichinopoly and they share his hope that the recent definition of the circle inspector's general responsibility for the criminal administration of his charge will lead to a gradual and steady improvement in detective and preventive work.

The Government are glad to note that Mr. Thomas is able to report favourably of the work of sub-inspectors on the whole and that the Principal of the Provincial Training school at Vellore describes the latest recruits as 'shaping well as regards smartness and manliness.' But it is to be regretted on the other hand that the defective English education of these recruits produces disappointing results under the head of book work and that a very poor standard of success appears to have been achieved both in shorthand and in the examinations designed to test knowledge of first aid to the injured.

Rewards.

Mr. Thomas rightly emphasizes the importance of liberality in the grant of rewards, especially where the recipients are village officers and he records encouraging indications of increased co-operation between the police and the village magistracy. It is clearly desirable that the presentation of rewards should be made a public ceremony and the Government desire particularly to commend Mr. Moore's suggestion that such presentations should take place on the occasion of police sports which, as he justly observes, should form a recognized feature of the police administration in every district.

Criminal Settlement.

The general policy with regard to the working of criminal settlements, which has given the Government cause for anxiety in the past, will come under review by the expert jail committee under the presidency of Sir Alexander Cardew which is expected to arrive in India next November. In the meantime it is the intention to place such settlements generally under the control of Mr. G. F. Paddison, I.C.S., as soon as he is relieved of his duties on the Board of Revenue. It is clearly desirable that such control should be to some extent centralized in the hands of an officer who can devote more time to it than was possible for Mr. Hannyngton with his increasing duties in connection with railways and criminal intelligence; and the work is of a nature which can conveniently be carried out in conjunction with Mr. Paddison's other duties as Protector of the Depressed Classes.

Mr. Thomas alludes to the satisfactory fall in the number of cases referred to the police by the magistracy under section 202 of the Criminal Procedure Code. The attention of the latter should also be drawn to his remarks regarding the need for a more liberal use of the provisions of section 250, the futility of awarding inadequate sentences in the case of delinquents from criminal settlements, and the advantage of closer co-operation with the police and occasional initiative in security proceedings. In connexion with the point last mentioned the Government desire to reiterate the instructions issued in August 1913, commending the procedure adopted by the Magistrate of Jessore as described in his evidence to the Police Commission.

Police Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918.

[Assam.]

Railway Police.

The number of cases dealt with by the Railway Police, 458, was almost the same as in 1917. Owing to the vigilance of the railway patrol staff, who wore uniform instead of plain clothes while on duty, there was a very satisfactory decrease in the number of running train thefts and missing goods cases. In the matter of "missing goods" there was a decrease in the number of cases from 237 to 125. Of these cases only 76 were connected with crime as compared with 120 in the previous year. There was a further fall in the number of railway accidents from 190 to 159 and in the number of persons who lost their lives in them.

Rural Police.

On the whole the work of chaukidars is commended by the Superintendents of Police. The number of chaukidars rewarded fell

from 980 in 1917 to 549 in 1918, but the average reward per head was more than Rs. 7 during the year against Rs. 6 in the preceding year. The figures for 1917 were swollen by the grant of an exceptional number of petty rewards in the Habiganj sub-division, but the Chief Commissioner attaches much importance to the rewarding of chaukidars for good work, and, as the balance of the Chaukdari Reward Fund at the close of the year amounted to Rs. 27,345-11-1, there appears to have been room for more liberality. The attention of all officers should be drawn to the desirability for granting liberal rewards to chaukidars who have done good work. No mention is made of the number of chaukidars who were in arrears of pay at the close of the year. The Chief Commissioner will be glad to know the figures as the prompt payment of chaukidars is a matter to which he attaches considerable importance.

Police expenditure.

The net cost of the Department during the financial year 1918-19 was Rs. 38,20,449 against Rs. 23,67,903 in 1917-18.

Crime.

The number of cognisable cases reported during the year was 18,014, which is lower than in any year since 1912 and some three thousand below the figures of 1917. The decrease is most noticeable in the Surma valley. The exceptionally good rice harvest in 1917-18, good preventive work, the successful prosecution of notorious gangs of thieves, and the outbreak of influenza, are some of the reasons assigned for the decrease in crime.

Disposal of criminal cases.

The percentage of police cases disposed of at the first two hearings was 45·04, a slight improvement over the previous year's figure which was 42·40. The percentage of these cases remanded six times or more was 10·5 as compared with 9·7 in 1917. The chief reason assigned for delay in the disposal of police cases is the same as that assigned last year, namely, the paucity of magistrates doing criminal work. If this view is correct the increase which is being made in the cadre of the Provincial Civil Service, which will result in the provision of the full sanctioned strength of Magistrates at all stations, should remove the possibility of any similar complaint in future. The total number of non-cognisable cases reported to Magistrates during the year was 18,125 or 6·6 per cent less than in 1917. The decrease in these cases is attributed by the Inspector-General of Police to the inability of people to indulge in petty litigation owing to the prevailing shortage of money in consequence of the high price of food-grains and other necessities of life. There was a slight decrease in the number of Magistrates' orders which were sent to the police for service. The number of cases found to be maliciously false

fell to 388 and the Chief Commissioner is glad to see that prosecutions were instituted in one case in four, but it is regrettable that compensation to the persons falsely accused was awarded in only 8 cases. The need for the application of the provisions of section 250 of the Criminal Procedure Code has been emphasised on more than one occasion and the Chief Commissioner is constrained once again to invite the attention of the Commissioners and of all Magistrates to the importance of using their powers under section 250, Criminal Procedure Code, as the best means of checking frivolous and vexatious accusations.

Police Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918.

[Bengal.]

Village Police.

The reports on the working of the village police are on the whole satisfactory, and the Inspector-General has furnished interesting details of several plucky acts of chaukidars in arresting criminals. The dafadari system, inaugurated in the Madaripur sub-division of the Faridpur district in 1914 as an experiment, has achieved a considerable measure of success. In Dacca, the panchayats continued to co-operate with the police in successful preventive work, but elsewhere, though on the whole the presidents of panchayats and the circle officers are willing to give the police every assistance, there is room for more regular and systematic co-operation between these three authorities. The instructions issued by the District Magistrate of Dacca have brought about a great improvement in this respect in the Dacca District, and similar action might well be taken elsewhere. In spite of the remarks made on this subject in previous years, there are still indications that, in some districts, insufficient liberality is shown in rewarding chaukidars for good work. The Inspector-General of Police suggests that this may be due to the fact that Superintendents of Police are not kept fully informed of the state of the reward fund and of the amount available for distribution, but this difficulty can easily be removed by arrangement between the District Magistrate and the Superintendent, and cannot be accepted as an excuse for unsatisfactory chaukidari administration.

Police expenditure.

The amount spent on the police during the year 1918-19 was Rs. 1,05,83,092 as against Rs. 99,22,652 in the previous year, the increase being due mainly to additions to the force. A sum of Rs. 18 lakhs was spent on police buildings. The whole of the special grant given by the Government of India for non-recurring expenditure in connection with the reorganization of the police in the area which

now forms the Presidency of Bengal has been spent, and any further expenditure on police buildings will have to be met from provincial revenues. No final estimate of the total cost of putting the police buildings of the province on a satisfactory footing has been drawn up, but the estimated cost of the works administratively approved for execution when funds are available amounts to over Rs. 80 lakhs.

Crime.

There was a small decrease in the total volume of cognizable crime, and under most of the important heads, except robbery and dacoity. Including 12 unreported cases of the previous year and 82 *hat*-looting cases, the figure under dacoity rose from 437 in 1917 to 638, though burglaries decreased by 1,052 cases. The year was one of considerable economic stress, and this factor, together with the general unrest caused by the war, is largely responsible for the increase. While the restoration of peace, the conviction of some gangs and the vigorous preventive measures which have been taken will, it is hoped, effect an improvement, the restoration of normal conditions cannot be expected until the economic situation improves.

The results of the cases tried by the Courts compare favourably with those of other provinces in India and afford a satisfactory indication of the care with which cases are investigated. During the year 1,570 cases were found maliciously false by Magistrates, and prosecutions were undertaken in 448 cases, convictions being obtained in 163 cases. The results show an improvement over those of previous year and in some districts were particularly satisfactory. Elsewhere the matter requires closer attention at the hands both of trying Magistrates and of inspecting officers.

It is satisfactory to find that Magistrates are exercising greater discretion in sending petty cases to the police for enquiry, but in some districts there is still room for improvement in this respect. His Excellency in Council regrets to find further deterioration in the prompt disposal of cases by Magistrates. Attention was called to this matter last year, but little improvement can be expected until Magistrates realise that it is their duty to show greater firmness in refusing unnecessary adjournments.

Police Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918.

Central Provinces.

Reporting petty crimes.

The Inspector-General has discussed at some length the reporting of petty offences. This subject has from time to time been discussed in previous reports and resolutions and a line of policy has

been laid down, but there is still a noticeable lack of uniformity in the procedure in different districts. The view held by the Inspector-General is that, while the reporting of petty crime is valuable as affording an indication of the existence of criminals in the locality and as keeping the local police in touch with what is going on, yet, if unduly insisted on to the point of harassing the people by compelling them to report offences which are never likely to be investigated, it may defeat its own ends either by overloading the police with a mass of unimportant reports or by inducing the villagers to conceal cases of real importance. In paragraph 149 of their Report the Police Commission said that they would not insist on the reporting of petty cases, but on the prompt reporting of any cases included under Sections 44 and 45 of the Criminal Procedure Code. They did not consider it necessary that the village headmen and the village police officers should report every cognizable offence, however petty but they would insist on their reporting every offence which the police should ordinarily investigate. They explained in a later paragraph what were the classes of cases which the police should ordinarily investigate and what were the cases which they might ordinarily refrain from investigating. The principles laid down by the Police Commission to guide police officers in deciding whether to investigate or not have been incorporated in the Police Manual and are, the Chief Commissioner believes, fairly well understood and acted up to, though practice varies somewhat in different districts according to the personality of the officers concerned and the amount of crime to be dealt with.

But the difficulty felt in the matter of insisting on reports of petty offences is not disposed of by these orders. In the first place the village officer has no discretion to refrain from reporting forthwith any non-bailable offence, and it has been pointed out that it would be necessary to amend the Criminal Procedure Code if it were desired to empower the village officer to refrain from sending a report of such an offence at once to the police station. Some years ago a proposal was put forward by the Inspector-General that, in the case of petty offences such as the police would not ordinarily investigate, the report instead of being sent forthwith to the police station might be made by the kotwar on the occasion of his periodical visit, weekly or fortnightly as the case may be, to the police station. This proposal, however, was not accepted on the ground that it does not comply with the provisions of the Criminal Procedure Code. As there seemed to be no other way of getting over this difficulty the proposal was dropped. But instructions were issued that village officers should, as far as possible, be instructed to state in their report of an offence to the police station, whether the complainant desires an investigation or not; that ordinarily when a complainant does not desire an investigation the police should not make such an investigation unless there are special reasons for doing so, and that where a complainant desires an investigation the police must make it; that in any case station-house officers must always accept the report of the kotwar as the first

report and must not insist on the aggrieved himself coming to the station-house with the kotwar; and that, if an investigation is decided on, it must be conducted in the village and the parties must not be dragged to the station-house for it. The object of these instructions was to make the reporting of petty crime as little burdensome as possible both to the villagers who have to make the reports and to the police who have to receive and act upon them.

So long as these instructions are acted up to, it is probable that insistence on the fullest possible reporting of offences will not make very serious difference either to the villagers or to the police, the only persons suffering inconvenience from it being the village kotwars who have to bring the reports from the villages to the station-house. But when an increase of 76 per cent in the number of reports in a district is accompanied by no large decrease in the percentage of investigation undertaken, the Chief Commissioner cannot help feeling that such full registration and investigation of unimportant crime must defeat its own ends and involve the investigating staff in a mass of work of little importance but beyond their capacity to deal with, and thereby necessitate an increase in the staff. The Chief Commissioner would request the Inspector-General to ascertain, after discussion with selected District Magistrates and experienced police officers, whether the system proposed and rejected in 1910, under which reports of unimportant crime such as the police are not likely to investigate would be sent to the police station through the kotwar at the time of his periodical visit, might not, in accordance with the view expressed in paragraph 149 of the Police Commission's Report, be adopted even though it is not strictly in accordance with the provisions of the Criminal Procedure Code. Should the general opinion be in favour of such procedure, the Chief Commissioner would be prepared to reconsider the orders then passed.

Preventive measures.

There was a wide diversity in the use of the preventive sections of the Criminal Procedure Code in different districts, and the Inspector-General remarks that the interest of the police in these very useful sections depends largely on their expectation of sympathetic treatment from the magistracy. The different points of view are exemplified in the Narsinghpur district where not a single case was put up, and in Bilaspur where a judicious use of the preventive provisions secured very satisfactory results. While reiterating all that has been said in the past about the need for care and discrimination by the police in selecting such cases for prosecution, Sir Benjamin Robertson would impress on all District and Sub-divisional Magistrates their responsibility for assisting the police in the prevention of crime within their charges and the need for appreciation of the difficulties besetting the conduct of these cases.

Finger Print Bureau.

The Chief Commissioner notices with satisfaction that the useful work of the Finger-Print Bureau continues to develop, the number

of slips on record having risen from 41,168 to 51,946, while the slips sent for search numbered 9,853. The number of slips deposited were more than twice as many as in 1914, while the slips received for search have trebled since then.

Police Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918.

Bihar and Orissa

Discipline.

There was a decrease in the number of officers and men rewarded and also in judicial and departmental punishments. It is most satisfactory to record that no officers were punished judicially; while among the men, the judicial punishments under the Penal Code and the Police Act fell from 112 to 96. In departmental proceedings against officers major punishments, which include dismissals, rose from 83 to 98, while in the case of proceedings against men they fell from 446 to 435. The percentage of officers and men punished was 38 and 28 respectively against 40 and 31 in 1917; and the percentage rewarded was 34 and 14 respectively against 39 and 14.. The number of charges brought by private persons against the police increased from 132 to 160. In the great majority of these cases local magisterial inquiry was made. Ninety cases were found to be false or were dismissed under section 203, Criminal Procedure Code, and two cases were still pending at the close of the year. Of the remainder, nine were entered as true, fourteen were compromised or withdrawn and twenty-eight ended in acquittal. Three cases were not sent up for want of sufficient evidence and fourteen convictions were obtained. Of the 229 officers and men in the subordinate police implicated in these charges 3 head-constables and 14 constables only were found guilty by the courts. Departmental action was taken in 39 cases which had been declared true or were compromised.

Crime.

The number of cases of burglary rose from 15,951 in 1917 to 17,643, an increase of 10 per cent; this increase occurred chiefly in the Tirhut division (twenty-six per cent) and Patna division (fifteen per cent), where it was ascribed to the rise in the price of cloth and foodstuffs. Out of 882 of cases tried, 87 per cent ended in conviction against 86 in 1917.

The number of cognizable cases in which property was reported to have been stolen increased from 25,948 in 1917 to 27,365 and of those in which property was recovered from 7,178 to 7,489. The value of the property stolen was reported to be Rs. 23,42,961: this includes over 9 lakhs reported in Shahabad and Gaya, where the greater portion represents the loot taken by the rioters in the Bakrid disturbances.

False cases.

The proportion of cases declared maliciously false to the total reported crime was 3·1 against 3·2 in 1917. The districts of Patna, Shahabad and Gaya showed a substantial rise in the number of false cases and the proportion was also high in Palamau and Purnea. The lowest percentage was in the Orissa division where it nowhere exceeded 1·8 per cent. The percentage of prosecutions to false cases was 9 against 13 in 1917 and of convictions 40 against 33. Purnea was not able to secure convictions in more than seven per cent of its prosecutions, a most unsatisfactory result. The Inspector-General of Police has commented on the very marked falling off in action under section 250 of the Criminal Procedure Code which he attributes to the preoccupation of officers during the last and most strenuous year of the war. The Lieutenant-Governor in Council is not prepared to accept this explanation as adequate. The number of cases in which compensation under Section 250 has been awarded fell from 167 in 1916 to 125 in 1917, and in 1918 was 86 only. In four districts the section was never used at all, and in eight it was used on less than four occasions. The section is of great value as a deterrent against false charges and His Honour in Council must for the third year in succession impress on all magistrates the need for making full use of their powers under its provisions. Commissioners of divisions should devote special attention to the subject when inspecting.

The work of the Criminal Investigation Department in prosecuting the authors of fraudulent civil suits is reported to be receiving a greater measure of public support and the conviction of the four persons found guilty of bringing such suits is satisfactory.

Scrutiny of Police Expenditure.**COMMITTEE APPOINTED.**

[United Provinces]

Since assumption of the charge of the province His Honour the Lieutenant-Governor has given much attention to the question of the continual increase in police expenditure in the province. The expenditure has risen from approximately 82 lakhs in 1900-01 to 135 lakhs—the budget estimate for the current year. The police expenditure as a whole of the province has been frequently assailed in budget debates in the Legislative Council, but many constructive suggestions have not been forthcoming for the reduction of the expenditure consistently with the maintenance of efficiency. On the other hand the Lieutenant-Governor is aware that there is a general acknowledgment that the tone and efficiency of the force have improved in recent years. Amelioration in the conditions of service of subordinate officers, even when it has involved an increase in expenditure, has been welcomed by non-official members of the

Council. In fact proposals have often been made in Council for further improvements regardless of the cost.

Similar proposals, many entailing increased expenditure, but all claiming to lead to greater efficiency, have been pressed on the Government by the administrative officers of the department. Sir Harcourt Butler has considered for some time past whether the goal to be aimed at should be a smaller but better paid and more efficient force. He considers it desirable therefore that an exhaustive enquiry into the organization and expenditure of the Police department should be made on an early date. As a matter of fact, a small official committee was appointed during the last cold weather to examine the case of the armed Police. The report of the Committee has been received by Government and it is pointed out therein that various economies are possible in the police force generally. This Committee however made no enquiries regarding the subordinate police officers in stations and outposts and in the railway police, or regarding village chaukidars. It is understood that investigations have recently been made in other provinces, such as the Punjab, Bombay, and the Central Provinces, and have resulted in a considerable reduction in numbers and a marked improvement in the conditions of service and prospects of the force.

An enquiry is rendered more necessary by the growing rise in prices. During the last few years great difficulty has been experienced in maintaining the lower ranks of the force up to strength. At the present time, allowing for the return of men whose services have been transferred to the police battalions, there are over 1,000 permanent vacancies in the rank of constables. The Lieutenant-Governor has determined to appoint a committee to examine the expenditure on all branches of the police force with the exception of the armed police, to advise where economies are possible, to investigate the various proposals for the improvement of efficiency and conditions of service and, generally, to give an opinion regarding the allocation and distribution of the civil police.

REVENUE.

Cultivation of railway waste lands.

GOVERNMENT ORDER.

[Madras.]

In modification of G. O. No. 185, Revenue (Special), dated the 13th August 1918, the Government are pleased to permit the cultivation of the waste lands classified as railway poramboke in this Presidency, subject to the following conditions:—

(1) the concession will be allowed for a period of three years from the 1st July 1919;

(2) the permission will be subject to the consent of the Railway authorities in each case and will not be given when the lands are required for other purposes;

(3) the cultivation will be free of land revenue assessment but the usual charge will be levied for the use of Government water;

(4) it will confer no occupancy right on the cultivator and will afford no precedent for cultivation free of land revenue charges in normal years;

(5) the cultivation of non-food crops will be liable to be treated as an encroachment;

(6) the previous permission of the Revenue authorities should be obtained for the use of Government water.

Applications for permission to cultivate railway lands should be submitted to the local Revenue Divisional officer through the District Engineer of the Railway. Preference will be given to applications from railway employees.

SANITATION.

Sanitary Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918.

[United Provinces.]

The high birth-rate of 1917, which had been exceeded only four times in the preceding 37 years, was not maintained in the year under review. It fell to 39·89 per thousand of the population, a drop of 6·19 per thousand on the figures of 1917 and of 5·16 on the average of the previous five years. In municipalities too the clear tendency towards a steadily-rising birth-rate, which had marked each successive year of the last quinquennium, has been checked and the figure fell from 47·93 per thousand in 1917 to 41·74 in 1918. Apart from the extreme unhealthiness of the year and the unfavourable economic conditions prevailing in the province it is further suggested that the decreased birth-rate may to some extent be due to the absence of so many adult males on military duty. Nevertheless, the rate for the United Provinces compares favourably with that of the other major provinces in India and is exceeded only by the Central Provinces.

The death-rate of the year is far the highest on record—82·37 per thousand. The mean of the previous five years was 33·15. The total number of deaths exceeded the figure of 1917 by over 2 millions and the quinquennial average by over 2½ millions. This unprecedented mortality was due to epidemics of cholera, plague, and relapsing fever in the early part of the year and, beyond all, to the ravages of the influenza epidemic in the autumn. The prevalence of epidemics and the high mortality are attributed in great part to the results of war conditions and especially to high prices and the consequent defective feeding and clothing of a large proportion of the population.

Infantile mortality shows a parallel course to the general death-rate. It rose from 215·7 deaths per thousand children born in 1917 to 303·5 per thousand in 1918—a figure which was only exceeded during the last 28 years in 1908, when malarial incidence was very high. The main increase was under fever, while tetanus was responsible for only 19·9 per cent of the total mortality as against 24·4 per cent and 27·6 per cent in 1917 and 1916. The question of infantile mortality is receiving more and more attention and propaganda work in various ways is being actively carried on. Trained *dais* and better milk continue to be the great desiderata. A new scheme for the training of indigenous *dais* is being worked at six big centres with the co-operation of the Central Committee of the Victoria Memorial Fund and

under the supervision of local committees. Schemes for providing better and cheaper fodder for cattle with a view to improving the milk-supplies in some of the large cities are under consideration in Allahabad and Lucknow. The Government is giving financial support to several schemes for the betterment of existing conditions.

The designation of the Sanitary Board was changed during the year to that of Board of Public Health which indicates more clearly the range of its activities and three more non-official members were added to the Board. The allotments sanctioned by the Board amounted to Rs. 6,64,341 and, in addition grants to the amount of over 15 lakhs were sanctioned by the Government. The Board allotted Rs. 1,20,071 for the improvement of rural sanitation, but though district boards did better in this respect than in the preceding years, they are still slow to utilize the full funds placed at their disposal.

The total expenditure by the Sanitary Engineer's department amounted to over 15 lakhs, of which $6\frac{3}{4}$ lakhs were spent on original sanitary works.

Sanitary Department—(Bengal).

RESOLUTION ON THE RECOMMENDATIONS OF THE PUBLIC SERVICES COMMISSION.

The recommendations of the Public Services Commission made in Chapter XI of Annexure XII, regarding the Sanitary Department, are under the consideration of the Governor in Council, and this Resolution is published in order to give the public an opportunity of expressing their views on the formation and conditions of service of a public health service and on the question of recruitment for the higher administrative posts of that service.

The creation of a well-organized public health service is recognized as being a matter of the first importance. It is for the Imperial Government on the one hand to provide facilities for research into the epidemiology of disease and to place trained scientists who have made a special study of the causation and prevention of particular maladies at the service of the provincial Governments at times of unusual epidemics.

The organization of a public health staff is, on the other hand, a duty which devolves upon the local Governments. It has been pointed out that medical research in its relation to public health has outstripped the means for applying it and that what is required is to strengthen and, above all, to direct and organise the small band of sanitary officers in whose hands the improvement of the public health is placed. The municipal boards of this presidency have already appointed qualified medical officers of health or sanitary inspectors to advise them on the highly specialised problems of public health; a medical officer of health will shortly be added to the staff of each district board.

There will then exist in this Presidency the nucleus of a trained public health service. The appointment and recruitment of this staff on which the future sanitary progress of Bengal will so largely depend, raise three important questions on which the Governor in Council desires to ascertain the views of those interested in problems of public health :—

- (a) the manner of selection and appointment of public health officers ;
- (b) their status and conditions of service ; and
- (c) the sources of recruitment for the higher administrative posts of the department.

In reference to (a), the Governor in Council has in contemplation the formation of a Bengal Advisory Board of Health, composed entirely of experts and containing a strong Indian element. It is suggested that the selection of candidates for the Department of Public Health might suitably form part of their functions. The question of the status and the conditions of service (b) of public health officers raises an important issue. It has been proposed that there should be in each province a general cadre from which local bodies should, through the medium of the Advisory Board of Public Health, obtain their medical officers of health. It is urged that the best means of securing an efficient public health department is the provincialization of the service. The officer employed by municipalities or district boards would be under the complete executive control of these bodies ; their appointment, promotion, suspension or dismissal would rest finally with the Advisory Board of Public Health. The preferences and dislike of local bodies, their award of praise or blame would receive the fullest consideration from the Advisory Board, but the fixity of tenure in his office which is necessary to ensure the independence and activity of a medical officer of health or sanitary inspector can, it is suggested, be only secured by the creation of a provincial cadre, the officers of which will be lent to local bodies, as assistant and sub-assistant surgeons are now deputed to work under dispensary committees.

It is recognized that such a proposal is not in accord with the accepted policy of relaxing outside control over local establishments and (subject to certain safeguards) of allowing local bodies, who pay for a staff, to appoint and dismiss it, but it is urged that in the case of the public health service this policy must yield to the necessity of enabling these officers to discharge their often unpopular duties in a fearless and impartial manner. In the United Kingdom it has been sought to achieve this end by requiring the sanction of the Local Government Board to the dismissal of medical officers of health employed by local bodies, but this control has not proved effective, and in view of the likelihood of a wide extension of a public health organisation throughout the presidency at an early date, the Governor in Council is led to consider whether it would not be wise to anticipate evils which have already arisen in England and which, under a similar system, will no doubt arise in India,

The higher administrative posts, which the service will possess, will be those of the Sanitary and Deputy Sanitary Commissioners whose designations, it is proposed, might suitably be changed to "Director" and "Assistant Director," Public Health. These posts are at present filled by recruiting (1) members of the Indian Medical Service and (2) qualified private persons who do not belong to that service. The Commission desired that the employment of an Indian agency for the development of the sanitary administration in this country should be encouraged as much as possible. They recommended that facilities should be provided to enable statutory natives of India to obtain a diploma in public health and instruction on tropical hygiene without going to Europe, and the Governor in Council is in complete accord with the Commission in this matter. Courses in public health have already been established which will enable local bodies to obtain trained sanitarians as medical officers of health. It is, however, to be determined what qualifications the Assistant Directors of Public Health should be required to possess, and whether all such posts should be open to men recruited in India, or whether any fixed proportions should be laid down for Indians and non-Indians, or for members of the Indian Medical Service, or persons not belonging to that service.

It is pointed out that the large war reserve, which must be maintained for such a service as the Indian Medical Service, must, for reasons of economy, be largely utilized in civil appointments during times of peace, and it is contended that the administrative experience and training in sanitary work which the officers of this service acquire must form the backbone of the higher administration of public health. On the other hand, it is urged that the Sanitary Department is by no means popular with the Indian Medical Service and that there is no reason why the public health service should not be Indianized from top to bottom, if proper facilities for the study of tropical medicine and of tropical hygiene are provided in India. Some general principle must be enunciated, but it may be convenient to state that principle with such elasticity as to allow the Advisory Board ample latitude in its application.

PART IV—Miscellaneous.

MYSORE REPRESENTATIVE ASSEMBLY.

(Dasara Session—6th October 1919.)

Dewan's Address.

PRELIMINARY.

GENTLEMEN,— It is my valued privilege this year to welcome you, under the gracious commands of His Highness the Maharaja, to the thirty-sixth Dasara Session of the Representative Assembly to lay before you an account of the administration during the past year, as well as of the current problems pressing for solution.

As this is the first occasion I meet the representatives of the subjects of His Highness the Maharaja since the privilege of addressing them in this Assembly has been accorded to me, I hope the members will, before the formal commencement of proceedings, allow me to state how highly I value the privilege and how much it will be my endeavour in the work that will lie before me to deserve the confidence of our gracious Sovereign and to earn the good-will of his subjects.

Your Assembly has by long years of strenuous endeavour in the public cause, established its claim to be recognised as the accredited mouth-piece of the subjects of His Highness the Maharaja, and at the threshold of my career as his Dewan, I earnestly solicit your co-operation in the solution of the complex and difficult problems that are facing us, so that we might help to achieve as far as it lies in our power, his great desire to promote the welfare of his people in all directions.

2. The last Dasara Session of the Assembly was held under somewhat gloomy conditions. The war, though it had reached the final stages, was still proceeding, and its heavy hand was resting, with unabated pressure on every progressive branch of public administration and on the daily life and outlook of the people. The epidemic of influenza was overrunning the country, penetrating every town and village and carrying death and desolation into many a happy home. Nearly two lakhs of the population in the State are

reported to have died, but the statistics of mortality can but be an imperfect indication of the sufferings endured by the people in those anxious days. An acute economic situation supervened; the monsoon was scanty and the prices of the necessities of life rose to an alarming extent.

We are now happily emerging from this multiplicity of troubles and looking forward, with some confidence, to brighter days.

3. *The War*.—After four years of incessant anxiety, the world breathed a sigh of relief when, following a series of brilliant victories by the Allied armies, the armistice was declared in November last. And the conclusion of the Peace Treaty in June 1919 saw the end of the greatest war known to history. We have lately had the privilege of participating in the rejoicings organised throughout the Indian Empire to celebrate the conclusion of peace and of sending representatives of our troops to England to attend the Peace Celebrations in that country.

As this will be the last public occasion to refer to the subject, it may perhaps be considered not inappropriate to recapitulate here the war services that our State has been able to render.

4. *Imperial Service Lancers*.—Immediately the war was declared, the services of the Mysore army and other resources of the State were offered for Imperial purposes. In September 1914, orders were received for mobilising the Imperial Service Lancers for service in Egypt. This regiment consisting of 29 officers, 444 non-commissioned officers and men with 526 horses, 49 mules and 132 followers, left Bangalore on the 13th October 1914 under the command of Regimentdar B. Chamaraj Urs Bahadur (now Major Sirdar Bahadur). Colonel J. Desaraj Urs, C.I.E., M.V.O., accompanied the regiment as the representative of the Durbar. Fifteen drafts of reinforcements aggregating three officers, 426 other ranks and 49 followers were despatched to the field from time to time. In November 1915, the regiment took part in three engagements with the enemy in the Suez Canal Zone and in November 1917 it joined in the attack on Gaza in Palestine. The regiment also took a distinguished part in the attack on Aleppo a few days before the conclusion of the armistice. The gallant manner in which the troops acquitted themselves on these occasions has been testified to in the despatches.

5. *The Transport Corps*.—The Mysore Transport Corps was mobilised for active service in 1915. Six troops of the Corps consisting of 12 officers, 321 ranks, 49 followers with 210 carts and 2 ambulance carts, 468 bullocks, 7 mules and 35 ponies, were despatched in September 1916. To keep the Corps up to strength, nine drafts of reinforcements consisting of four officers, 133 ranks and 37 followers with bullocks were sent. This unit is reported to have done excellent work in the battle fields of Sanniyat and the Hai in Mesopotamia.

6. *Recruitment of men*.—To meet the local and Imperial demands in regard to manpower, a Central Recruitment Committee was

constituted in the State. A Director of Recruiting was also appointed and District recruiting agencies were organised. Though the difficulties to be surmounted were great, nearly the whole of the required number of recruits (about 5,000) had been got by the time the armistice was signed.

7. *Money contributions.*—On August 20, 1914, His Highness the Maharaja offered a sum of Rs. 50 lakhs towards the cost of the Indian Expeditionary Force in Europe. This contribution, the first of its kind made on the outbreak of the war, was followed by others under the following heads:—Free gift of money, 10 lakhs; subscription to Relief Funds, 14 lakhs; subscription to War Loan, 65 lakhs; Treasury Bills (British), 21 lakhs; and Treasury Bills (Indian), 19½ lakhs.

The steps taken to secure popular support for the War Loans and Funds, both local and Imperial, resulted in collections amounting in all to nearly Rs. 45 lakhs. The total amount contributed or made available by the Government and people of Mysore towards winning the war, amounts to about two crores of rupees.

Recently, the Government of India offered to refund to the Durbar the cost of mobilising their troops for active service amounting in all to Rs. 11 lakhs. But His Highness the Maharaja, while greatly appreciating the generous offer, preferred that the cost of mobilisation should form part of the other contributions made by the Durbar in aid of the war.

8. In addition, much war work of a miscellaneous character was undertaken by the State at the request of the Imperial Government. With a view to conserve all the tanning bark grown for the tanning of hides urgently required for Army purposes, skin tanning was prohibited about the close of the year 1917 and a special Police establishment was maintained to prevent any evasion of the rules. The great loss unavoidably caused to the people in consequence of their inability to work up a valuable raw material was cheerfully borne by them in aid of the war. The supply of tanning bark was brought under control and the lessees were shown a large concession, valued at Rs. 5 lakhs, in order that hide tanners may obtain the bark at reasonable prices. Some 19,000 army blankets were supplied to the Indian Munitions Board. One lakh and fifty thousand cubic feet of rosewood were supplied by the State Forest Department to the Gun Carriage Factory at Jubbulpore and 30,000 teak metre gauge sleepers for railway construction in Mesopotamia; and lastly about 20,000 acres of plantation and kaval lands were leased to the British Grass Farm for raising grass.

9. *Distinctions earned by Mysore officers and men.*—Colonel J. Desaraj Urs, C.I.E., M.V.O., was awarded the British rank of Honorary Lieutenant-Colonel by His Imperial Majesty the King-Emperor, and Major B. Chamaraj Urs received the Order of British India First Class, with the title of Sirdar Bahadur. Two officers received the Order of British India, Second Class, two others the Indian Order of Merit, Second Class, 18 officers and men the Indian

Distinguished Service Medal and two officers, the Indian Meritorious Service Medal. Two of the officers gained awards of the Order of the White Eagle of Serbia from His Majesty the King of Serbia, and a third was awarded the Cross of Kerageorge Serbia, First Class, with swords. Sixteen Mysore officers were mentioned by name in Despatches, two of them being mentioned twice. Apart from these individual distinctions, the gallant conduct of our troops on the battle field has been warmly and repeatedly commended in Military Despatches. This long and creditable record of the achievements of our Army will, doubtless, be cherished by the people of Mysore with just and patriotic pride.

10. But our rejoicings are mingled with the melancholy thought that, while many of our men who marched to battle have come back or will be returning safe to us, not a few have laid down their lives in response to the supreme call of duty. Let us never forget that we have a sacred obligation to discharge towards the bereaved families of these gallant officers and men and their disabled comrades-in-arms.

11. *Food Situation.*—The food situation is still a source of grave concern to Government though there are indications of a possible improvement in the near future. The difficulties and the measures taken from time to time to deal with them have been explained at length in a speech made at the Legislative Council in March by the Officiating Dewan, Mr. A. R. Banerji. Concurrently with the operation of world causes making for an increase in the price of the necessaries of life, there was a meagre rainfall and consequent shrinkage of cultivation in the State during the year 1918. The outturn of crops was less than half the normal. It was necessary to prevent the depletion of local stocks of foodstuffs and measures were therefore taken, beginning with August 1918, to bring the exports of foodgrains under control. These measures came not a day too soon and though there have been attempts at evading the rules, it must be said that the precautions against unauthorised export have on the whole served their purpose well.

But the available local supplies, even if they were scrupulously conserved, were insufficient to last beyond July or August 1919, and it was necessary to import foodstuffs until the next harvest was gathered in. Arrangements were accordingly made to import rice from Burma and other Provinces of British India. The total quantities obtained till the end of June 1919, were 13,150 tons from Burma, 1,200 tons from Bengal and 3,500 tons from the Madras Presidency. The last was in exchange for an equivalent weight of ragi and pulses sent from Mysore to the Madras Presidency. Of the imported rice, a sufficient quantity is set apart for the Kolar Gold Fields and the Civil and Military Station, Bangalore, and the rest is made available for distribution to districts.

At first, there was some inexplicable prejudice against the use of Burma rice which was not taken as freely as was expected, but when the local supplies failed, the demand for Burma rice gradually increased and it is now the mainstay of the people of the State, especially

in the Districts of Kolar and Shimoga. That we have been so far able to tide over the difficulties is due to the generosity of the Government of India in allowing us to import rice from British Provinces to the extent that was found necessary and possible. We cannot be sufficiently grateful to the Government of India and to the Hon'ble Mr. Cobb, the British Resident, for their timely and unstinted assistance, and our thanks are also due to the officers of Provincial Governments in British India who co-operated with us in an accommodating spirit in settling inter-provincial arrangements of food supply.

12. The phenomenon of high prices was not confined to food-stuffs. Salt and kerosene oil were among the other necessities of life whose rise in price caused at one time serious anxiety. Government had to import the requisite quantity of salt from Madras and to buy 5,000 units of kerosene oil for distribution throughout the State. Arrangements were also made to stop profiteering in kerosene oil by traders and the sub-agents of companies. The sale of fuel by Government agency in Bangalore afforded great relief to the poor as well as to the rich, and has been continued from time to time.

13. In order to carry out the varied operations connected with food supply arrangements in the State, an officer styled Food Controller was appointed in November 1918 and the duties of the Director of Civil Supplies were subsequently transferred to him. Some idea may be gathered of the work involved in the operations of the new department when it is pointed out that goods valued at nearly Rs. 32 lakhs were purchased and dealt with by the staff. In this connection, I must not fail to mention the valuable assistance rendered by the Central Food Supplies Committee and the District Committees. The intimate and practical knowledge of trade conditions possessed by some of the members of the Committees was particularly helpful to Government in dealing with a novel and often puzzling situation, and I take this opportunity of tendering the best thanks of Government to all the members, official and non-official, of these Committees.

As for the future, the recent rains which have fallen in all parts of the State promise a good harvest. And the difficulties of railway transport are also disappearing. By about the end of this year, if the rains continue to be as propitious as they have been recently, we may expect to reach a position of comparative steadiness though the restoration of old normal prices and happy conditions must remain for some time to come a deferred, if realisable, hope.

Though relief is probably not very distant, we must realise that the next few months will be a period of real anxiety. Our stocks are nearly exhausted and the imports of grain are necessarily limited. Until the next harvest is gathered in, it will be necessary to observe the strictest economy in the use of foodstuffs.

14. *The Infant Prince.*—The birth of Sri Jaya Chamaraja Wadiyar, son and heir of His Highness the Yuvaraja, on the 18th July 1919, was an event which occasioned widespread and joyous manifestations of loyal enthusiasm in the State. To the people of

Mysore, just emerging from the gloom of varied troubles, his birth signified the return of normal and happier times, while his surname 'Jaya' commemorates the victory of the Empire in the Great War. The members of the Assembly will, I know, wish me to convey our respectful congratulations to His Highness the Yuvaraja on this most auspicious event.

15. *His Excellency the Viceroy's visit.*—Another event which, I am sure, will give you great gratification is the forthcoming visit of His Excellency Lord Chelmsford, Viceroy and Governor-General of India. Next month we shall have the privilege of welcoming His Excellency in our midst and I have no doubt that His Highness' illustrious guest will be received in all parts of the State with the loyalty and respect due to the representative of His Most Gracious Majesty the King-Emperor.

THE YEAR'S ADMINISTRATION.

16. In this part of the Address, I propose to refer only to important measures introduced during the year. The details of the progress of the Administration will be found in Part II of the Address

REPRESENTATIVE INSTITUTIONS.

17. *The Representative Assembly.*—The Government Order of April 1918 effecting a broadening of the electorate by adopting for all the taluks a uniform limit of land revenue and mohatarfa qualification, for voting as well as for membership, of Rs. 50 and Rs. 10, respectively, came into force during the present year and recently certain redistribution of seats was effected with a view to provide larger representation to municipalities in accordance with the views expressed in this Assembly in the last April session. The strength of the Assembly will be retained undiminished in accordance with the general sense of the members expressed on the last occasion.

18. *The Legislative Council.*—The members of the Legislative Council have been granted the privilege of moving resolutions on matters of general public interest, excepting the Budget. Four meetings of the Council were held during the year and 11 measures passed into law. I shall explain later on the changes proposed in the constitution of the Council.

19. *The Economic Conference.*—The Economic Conference has been made permanent and changes of a far-reaching character have been made in its organization. The Conference organization will consist in future of (1) a Central Economic Development Board which will replace the existing Standing Committee, for organizing and co-ordinating the work of all the agencies, (2) three Boards corresponding to the existing Central Committees, *viz.*, one for Education one for Agriculture, and one for Industries and Commerce, and (3) a Board for scientific research and advice. Work in the districts will be delegated to the local statutory bodies under the new Local Self-Government Scheme and will be carried on by means of separate sub-com-

mittees. The annual Conference will be a joint session of the Central Boards with other selected representatives meeting once a year to make suggestions and recommendations on questions of policy.

The main object of these changes is to invest the Central Committees or Boards with greater independence in their respective spheres of action. They will no longer be agencies of a central organization, *viz.*, the Conference, with derivative authority and functions. It is also the intention to enlist the help of statutory local bodies in the task of economic development, which should in future form an integral part of Local Self-Government.

FINANCE.

20. The Revised Estimates for the year which closed with June last and the Budget Estimates for the current year were considered in detail at the last session of this Assembly and it is not therefore necessary to go over the same ground again. Attention must however be invited to one important factor which has seriously affected our financial position. The exchange value of the rupee which stood at one shilling and six pence when the current year's estimates were framed has now risen to two shillings. On this account, we anticipate a reduction of over 15 lakhs of rupees in our mining, electrical and sandal oil revenues which are realised in sterling. The Budget deficit which stood at Rs. 64,000 is likely to increase to nearly Rs. 16 lakhs, necessitating a reconsideration of the programme of expenditure with a view to defer items which can well afford to wait.

A Memorandum on the finances of the State including a review for the last ten years and a forecast for the ensuing five years has been recently published in the *Mysore Gazette* and our financial position and prospects have been fully indicated in it. You will notice from the memorandum that the revenues are insufficient for meeting the present standard of expenditure and that it is therefore necessary to add to our revenues without further delay.

You will see also from the Financial Memorandum that it is no longer possible to continue our programme for the construction of productive works without recourse to public borrowing, as the convertible assets of the State will soon reach a minimum which will admit of no further reduction. To provide funds for capital works, it has therefore been decided that, as a first step, the 4 per cent Mysore State Loan of 1906-07 which falls due for payment in October 1921, should be converted into a new loan bearing interest at $5\frac{1}{2}$ per cent from 1st October 1919.

REVENUE DEPARTMENTS.

21. *Land Revenue* —Owing to the extremely unsatisfactory seasonal conditions which prevailed during last year, it was necessary to grant remission of assessment on wet lands in the whole of the Kolar District and portions of Bangalore, Tumkur and Shimoga Districts. Accordingly, a sum of Rs. $3\frac{1}{2}$ lakhs has been already remitted. Among other measures taken to alleviate the agricultural situation, funds were liberally provided for the grant of taccavi and land improvement loans

and arrangements made to distribute seed grains to the raiyats on easy conditions of repayment of the cost. Concessions were offered for the cultivation of quick-growing crops on waste lands free of assessment and special facilities afforded for supply of water from Krishna-raja Sagara, Vani Vilas Sagara, and Sri Ramadevaru Ane for irrigated crops. State forests were thrown open for free grazing of cattle.

The improvement of the Land Revenue Department is receiving continuous attention. In order to relieve the Deputy Commissioners of the direct charge of taluks and to set free their whole time for the general supervision of the district administration, three new sub-divisions have been constituted in the Districts of Hassan, Kolar and Kadur. The long-standing question of abolishing the anomalous system of sub-taluks has been settled. As at present decided, Gudibanda and French Rocks are proposed to be absorbed into the adjoining taluks, while the abolition of the remaining sub-taluks, with some incidental readjustment of jurisdictions, will result in the creation of eight new taluks. The scale of pay of taluk establishments has been raised and a school for training shekdars has been opened.

22. *Revenue Survey and Inam Departments.*—Orders have been issued for the reorganisation of the Revenue Survey Department at an increased annual cost of over Rs. 60,000 and the extraordinarily low scale of salaries now prevailing in the department will be brought into line with that of other departments. Revised settlement was introduced during the year in Nelamangala and Chiknayakanhalli Taluks resulting in an aggregate increase of Rs. 16,948 per annum. Proposals for the resettlement of Magadi, Goribidnur and the late Lakkavalli Taluks are under consideration. The question of simplifying resurvey operations with a view to expedite resettlement, which is long overdue in a large number of taluks, is receiving attention. It has been frequently urged in this Assembly that the raiyats have no adequate opportunity at present for urging their objections, if any, to revised settlement rates. In order to remove this grievance, it has been ordered that due publicity should be given to proposed maximum and minimum rates and to the grouping of villages before resettlement proposals are finally sanctioned.

23. *Excise.*—More than 150 shops were closed during the year while only 4 shops were newly opened. The rates of tree tax on toddy yielding trees were advanced. The duty on ganja was raised from Rs. 12-8-0 to Rs. 15 per seer (since increased again to Rs. 17-8-0) and the issue price of opium was advanced from Rs. 41-8-0 to Rs. 45 and more recently to Rs. 50. The hours of sale in all shops were reduced by two. In addition to the Licensing Boards established in Bangalore, Mysore and Kolar Gold Fields, Advisory Committees have been constituted in all the remaining District Headquarter stations. Despite all these measures, however, excise revenue has continued to increase, reaching the record figure of Rs. 70,64,000 during the year. There has been a slight increase in the consumption of arrack and opium, but that of toddy and ganja shows a decrease.

For some years past, it has been the policy of Government to

reduce the number of shops, raise the rate of duty and price, and in other recognised ways discourage the use of intoxicants. But it cannot be said that these measures have been attended with conspicuous success. It is time that leaders of society organised active measures of reform to deal with an evil for which the remedy largely lies more in an awakened public conscience.

24. *Forest*.—In Forest administration, commercial and economic questions are more and more coming into prominence. Government have sanctioned the appointment of specialists in Engineering, Chemistry and Economic Forestry, for organization and development work of the Department.

The Deputy Commissioners of Districts have been relieved of the active responsibility for the forest administration of the districts and the District Forest Officers and subordinate establishments in the districts have been placed under the immediate and undivided control of the Conservator of Forests. It is expected that this measure will give greater solidarity to the organization of the department without, however, depriving it of the benefit of the Deputy Commissioner's advice in matters affecting the interests of the people.

The Forest school has been doing useful work.

The total revenue realised during the year under all heads was nearly Rs. 47½ lakhs.

PROTECTION AND MINOR DEPARTMENTS.

25. *Judicial*.—The scheme for the separation of Judicial and Executive functions to which reference was made in former addresses to this Assembly came into operation at the beginning of the current calendar year, in the Districts of Bangalore and Shimoga. Orders have since been passed extending the measure to Mysore and Kadur Districts with effect from 1st January next. As to the utility of the scheme, opinion continues to be divided. But Government have had no reason to modify the opinion that, despite minor inconveniences, the new arrangements are a decided improvement upon the old system.

The system of trial by jury tentatively introduced in the Bangalore and Mysore divisions has been ordered to continue for a further period of two years from 1st July 1919.

26. *Police*.—With a view to afford relief to the Superintendents of the heavier districts and also to provide openings to deserving subordinate officers to the gazetted ranks of the service, Government have sanctioned the creation of four appointments of Assistant Superintendents of Police for the charges of Bangalore City, Chikballapur Sub-division, Davangere Sub-division, and Sagar Sub-division.

Government have been able to meet the wishes of the Kolar Gold Fields Mining Board by increasing the strength of the police force stationed on the field. The seasonal conditions of the year and the duty of guarding the frontiers to prevent surreptitious export of food grains imposed a heavy strain upon the Police but the results of the year's work were generally satisfactory. The percentage of convictions

to cases decided rose from 76·7 in 1917-18 to 91·31 in the year under review. As an incentive to good work, a medal known as the Maharaja's Police Medal has been instituted to be awarded at the Dasara Durbar to members of the force who have performed acts of exceptional courage or skill or exhibited conspicuous devotion to duty.

27. *Prisons*.—Releases and remissions were recently ordered on the occasion of the signing of the Peace and also upon the birth of a son and heir to His Highness the Yuvaraja.

28. *Military*.—I have already referred to the war services of our troops. One important event in the administration of the Military Department is the retirement from the service, of Colonel J. Desaraj Urs, C.I.E., M.V.O., who held the post of Chief Commandant for a period of over 22 years and under whose administration the Mysore army won its name and fame for efficiency and gallantry in the field.

With a view to improve the recruitment of the commissioned ranks, seven Military Probationers have been appointed as a reserve.

A Soldiers' Board has been constituted in order to deal with all questions affecting the interests of soldiers and their dependants in connection with demobilisation.

29. *Medical*.—The minimum pay of Sub-Assistant Surgeons has been raised from Rs. 35 to Rs. 45 and higher rates of scholarships have been sanctioned for candidates seeking to qualify themselves for the several grades of the medical service. The pay of compounders has been raised and the staffs of some of the important medical institutions have been improved. The question of the extension of medical relief has been recently investigated by a Committee whose report I shall have occasion to refer to further on.

30. *Public Health*.—The Public Health Department including the vaccination staff has been reorganised and the pay of both the officers and subordinates has been improved.

TECHNICAL DEPARTMENTS.

31. *Public Works*.—The total expenditure on public works from all sources during the year 1918-19 amounted to about Rs. 62 lakhs. The construction of the Krishnaraja Sagara Dam which is the largest irrigation work that has so far been undertaken by the Mysore Government, has made satisfactory progress. The height of the dam has been raised to 107 feet on the flanks and the low level canals and other channel works are being proceeded with. The outlay during the year on these works amounted to Rs. 15 lakhs making a total aggregate expenditure of Rs. 155 lakhs. To give effect to the rules of regulation framed under the terms of the award of the Arbitration Committee, a temporary division called the Gauging and Regulation Division has been constituted at Mysore. All the works connected with the Cauvery Valley Irrigation have been formed into an independent administrative charge under a separate Chief Engineer who also acts as Joint Secretary to Government in the Public Works Department.

In order to ensure proper attention to the preparation and

execution of water supply schemes, drainage projects, etc., for which there is an increasing demand throughout the State, the formation of a separate Sanitary Circle of Superintendence has been sanctioned.

The existence of a large number of sub-divisions in the Public Works Department frequently necessitated the posting of unqualified subordinates for sub-division charges. The number of sub-divisions has now been reduced and it will be possible in future to place a gazetted officer in charge of each sub-division.

The Upper and Lower Subordinate establishment was reorganized with effect from 1st January 1919.

Among other administrative changes, the special Irrigation Division has been abolished and a new Channels Division has been sanctioned with headquarters at French-Rocks, with a view to develop irrigation under the principal channels drawn from the Cauvery. A Central Irrigation Board has been constituted to deal with all questions relating to the development and maintenance of irrigation works in the State.

32. *Electrical Department.*—From the statistics furnished in Part II of the Address, it will be seen that the net earnings of the Cauvery Power Scheme during the year worked out to a little over Rs. 11 lakhs which represents a return of 9.32 per cent on the capital outlay. There has been a large and increasing demand for electric power and in order to extend the capacity of the plant and effect other necessary improvements, administrative sanction has been recently accorded to a project namely, the sixth installation, estimated to cost nearly Rs. 33 lakhs.

33. *Railway Department.*—A considerable increase in our railway activities is anticipated as the result of the resumption of the Nanjangud-Bangalore and Birur-Shimoga sections, a total length of nearly 140 miles, with effect from 1st October 1919. Our thanks are due to the authorities of the Madras and Southern Mahratta Railway Company, who, by their courteous and liberal assistance, have facilitated the transfer of management to the Durbar and smoothened the initial difficulties of working the lines.

Forty-eight miles of metre gauge lines and 56 miles of two-feet gauge tram lines are under construction. Arrangements are in progress to commence in November next the construction of the Nanjangud-Chamrajanagar section of the Nanjangud-Erode Railway.

The conditions under which the Durbar should construct and work the proposed Bangalore-Hosur railway are under consideration.

34. *Department of Mines and Geology.*—As in the previous year, work on the Kolar Gold Fields was retarded by the difficulty of getting essential supplies for the mines and shortage of skilled labour. The total output of bar gold during 1918-19 was 487,484 ounces of an approximate value of Rs. 2,59,01,053 which, compared with 524,264 ounces of the value of Rs. 3,01,45,365 in 1917-18, shows a decrease of 36,780 ounces in output and Rs. 42,44,312, in value. The total royalty payable to Government for 1918-19 was approximately Rs. 14,54,285 as against Rs. 17,23,943 in the previous year.

The principal work of the department during the year was in connection with the materials required for the Iron Works.

Quite recently, the department has been reorganised with a view to make more adequate provision for geological survey work as well as economic enquiries in connection with minerals.

PROGRESS, MORAL AND MATERIAL.

35. *Statistics.*—Though there was an increase of 790 in the number of Public Institutions during the year, the attendance of the schools fell from 338,872 to 321,150 showing a decline of 17,722 pupils. The percentage of male pupils at school to male population of school going age declined from 58·9 to 55·27 and that of girls to female population of school going age from 14·2 to 11·25 per cent while the percentage of both boys and girls to the total population of school going age decreased from 41·2 to 39·3. The fall in attendance is reported to be mainly due to the prevalence of influenza during the year and the increased cost of foodstuffs which obliged the poorer classes to withdraw their children from schools in order to utilise their labour as a means of supplementing the family earnings.

Secondary Education.—The urgent requirements of High Schools and Middle Schools in the way of staff were provided for at a total recurring annual cost of Rs. 37,000. The S. S. L. C. rules were revised with a view to improving the usefulness of the course and the standard of public examination and providing a closer co-ordination between the High School and College courses. The Scout movement is making good progress and a successful scout rally was held at Mysore on the occasion of His Highness' Birthday in June last.

Primary Education.—The scales of staff in the Government Primary Schools were standardised and provision made for additional equipment for these schools at a total recurring cost of Rs. 39,360 a year. Under the compulsory education scheme, 238 centres have been notified, but the scheme is in active operation in 68 centres. The question of placing the working of the scheme on a satisfactory basis and delegating greater responsibility to local bodies is under consideration.

Women's Education.—The College and Collegiate High School classes of the Maharani's College have been separated from the High School and transferred to the control of the University. A Central Industrial School for women teachers and a Government hostel have been opened in connection with the Vani Vilas Institute, Bangalore, and a revised scheme of scholarships at an annual cost of nearly Rs. 11,000 has been introduced in District Headquarter Girls' Schools. The inspecting staff of girls' schools has been reorganized. Special grades have been sanctioned for lady graduate teachers and four lady graduate teachers have been newly entertained. Attempts are being made to gradually replace men by women teachers in girls' schools in all grades.

Education of Backward Classes.—Twenty-eight salary grant

schools were opened for Mahomedans. Provision has been made for training a larger number of Mahomedan teachers and school mistresses. The rate of cart hire allowed for Hindustani girls' schools, the inadequacy of which has been frequently pointed out by the Mahomedan members of this Assembly has been suitably raised. The educational needs of the Mahomedan community were considered at a special conference held by the Inspector-General of Education and the recommendations of the conference are under consideration.

The administration of the special scholarships sanctioned for backward classes has been revised so as to ensure a fairer distribution of scholarships among pupils of all the communities concerned.

The education of Panchamas is receiving unremitting attention. The Central Panchama Boarding School at Mysore has been raised to the status of a Kannada High School with separate sections for industrial and normal training. Boarding schools of the Lower Secondary grade were opened in Tumkur and Chikmagalur. Weaving classes have been sanctioned for 12 Panchama schools. In order to encourage education among Panchamas, special concessions have been provided, such as scholarships, travelling allowance to and from schools to English-learning pupils, free supply of books and slates, and parents' allowances.

Special Education.—Upper Secondary training classes were sanctioned for two Kannada High Schools and 200 scholarships were provided for the training of teachers of Primary and Secondary schools. Commercial classes have been attached to the High Schools at Hassan, Chikmagalur and Channapatna. A beginning has been made in the remodelling of weaving schools.

Among other measures sanctioned during the year, may be mentioned the reorganization of the Inspectorate, the reorganization of the office of the Inspector-General of Education, the introduction of the scheme of visual instruction and the improvement of Anglo-Vernacular school libraries.

36. *The Mysore University.*—The first convocation of the University for conferring degrees was held on the 19th October 1918 when His Highness the Chancellor presided and Sir Ashutosh Mukerji, Kt., delivered the convocation address. The development of the University is continuing steadily. The Mechanical and Civil Engineering sections have been fully organized. Schemes for introducing other faculties and courses are receiving attention. A series of extension lectures were delivered at Mysore, Bangalore, Tumkur, Shimoga, Kolar, Hassan and Nanjangud. The scheme for encouraging the production of books in Kannada on scientific and other modern subjects has met with considerable success.

Seven endowments of the total value of nearly Rs. 40,000 were received during the year.

37. *Agriculture.*—One thousand two hundred and fifty demonstrations were held and implements and spare parts of the value of Rs. 38,000 issued. Considerable attention was devoted to the introduction of improved strains of ragi and the extension of the area under

improved varieties of sugarcane. Oil-cake of the value of Rs. 45,000 for use as manure was sold during the year. In addition to its normal work, the Department undertook the supply of seed on a large scale to cultivators with a view to rapidly encourage the production of food-stuffs during the recent period of scarcity.

38. *Industries and Commerce.*—The high prices of machinery and other abnormal conditions retarded industrial development. Several new schemes, such as pottery works, manufacture of leather, etc., were investigated. With a view to special attention being given to the development of chemical industries and training local graduates in chemical processes, a Board of Scientific Research and Advice was organized during the year. In the Central Industrial Workshop, which has been recently fitted up with additional machinery, there has been marked increase of output. The value of work done during the year towards the repair and manufacture of machinery amounted to nearly one and a half lakh of rupees. The District Workshop at Shimoga has been equipped and has recently commenced work.

The Government Soap Factory turned out Rs. 90,000 worth of soap of marketable quality. The extension of the Factory and the addition of a Glycerine Recovery Plant at an outlay of Rs. 50,000 has been recently sanctioned.

The output of the Government Metal Factory was valued about Rs. 37,000. The instrument section of the Industrial Workshop has been developed and amalgamated with the Metal Factory and has turned out scientific instruments, brass fittings, etc., of the approximate value of Rs. 20,000.

The Government Weaving Factory was reorganized during the year and attention was devoted to the training of demonstrators, the formation of a textile museum, and the question of marketing cloth manufactured in the State.

Loans for industrial purposes amounting to Rs. 1,07,000 were sanctioned during the year. Thirty-one installations of machinery were undertaken of which 13 have been completed, bringing the total number of installations erected by the Department to 183.

Arrangements connected with the control of civil supplies and railway traffic were the main pre-occupations of the commercial section of the Department. Considerable progress was, however, made in the compilation of statistics of trade and prices. A beginning has been made with the formation of a Commercial Museum.

39. *The Mysore Iron Works.*—In his address to this Assembly in April 1917, Sir M. Visvesvaraya explained the arrangements made for the working of iron ore deposits of the Baba Budan Hills. The starting of the work was retarded by the difficulty of procuring machinery from foreign countries, but since April last, the preliminary operations connected with the levelling of the grounds, construction of buildings, etc., have been proceeding with all possible rapidity. Part of the machinery required for the factory has already been received and it is expected that the installation of the works will be completed and smelting of iron ore commenced in the year 1921.

40. *The Sandal Oil Factory.*—The output of the sandal oil factories was satisfactory, but the disposal of oil has been restricted by the difficulties of shipping and the value realised has been affected by the abnormal rise in the exchange value of the rupee.

41. *Co-operative Societies.*—The Department has been reorganized and two subordinate co-operative divisions have been constituted under the charge of two Assistant Registrars with headquarters at Shimoga and Mysore respectively.

The number of co-operative societies working at the end of the year was 1,233 with 90,000 members and a working capital of Rs. 75 lakhs.

Agricultural and industrial co-operation is making slow but steady progress and credit societies in rural parts are coming forward more and more to undertake the supply of seed, manure and agricultural implements. Societies are also assisting in the relief of the food situation by undertaking to sell food grains to members as well as to non-members at reasonable prices.

A sum of Rs. 50,000 was placed at the disposal of the Registrar for financing weavers' societies.

His Highness the Yuvaraja has been pleased to institute ten prizes, one for the best industrial society in the name of His Highness the Maharaja, one for the best agricultural society and the remaining eight for the best credit society in each of the eight districts.

42. *Sericulture.*—The Silk industry in Mysore is full of promise. The cultivation of mulberry has been spreading rapidly in recent years and is extending to taluks where it was previously unknown. The organization of grainages for producing disease free seed is receiving the attention of the Sericultural Department and more than 127,000 layings of good seed are reported to have been issued from Channapatna, Mysore, Kolar and Chikmagalur. The question of starting a well-equipped filature on modern lines is receiving attention. For the general development of the silk industry, the services of a silk expert have been secured from Japan.

LOCAL SELF-GOVERNMENT.

43. The constitution of the Taluk and District Boards was defined in accordance with the provisions of the Local Boards and Village Panchayats Regulation VI of 1918 and rules framed making due provision for the representation of important interests and communities on these Boards. Eight hundred and fifty-eight village panchayats were notified under the new Regulation. Fifteen Taluk Boards have elected non-official Vice-Presidents.

The Non-Regulation Municipalities ceased to exist with effect from 1st July 1918 and 2 City, 29 Town, and 71 Minor Municipalities were constituted with effect from 1st July 1918. Revised rules were issued for the election of members to these local bodies with a view to secure the due representation of all interests and extend the municipal franchise. The Town and Minor Municipal Councils were permitted to elect their own Vice-Presidents.

CURRENT QUESTIONS.

44. In the foregoing paragraphs of the address, I have given you a summary of the chief measures of administration during the past year, further details of which will be found in accordance with the usual practice in Part II. I shall now proceed to indicate briefly the questions of outstanding importance which have risen to prominence as a result of the activities of Government in previous years and the experiences which Mysore, in common with the rest of India, underwent during the last four years of war.

45. The administration of Sir M. Visvesvaraya was a vigorous attempt to improve industrial and educational conditions in Mysore. As all of us have so frequently heard in this Assembly, he was deeply stirred by the terrible poverty and general helplessness of the people, and was never tired of comparing their condition with that of the more fortunate inhabitants in western countries and the favoured colonies of the British Empire. The improvement in the material condition of the people and the increase in facilities for their education were the predominant characteristics of his policy and he utilized fully all the resources accumulated by his predecessors in his attempts to increase the capital wealth of the State.

46. As I have stated already, we have arrived at a stage at which it is impossible to trench further upon the accumulated balances at the credit of Government without jeopardising our capacity to meet current liabilities while, at the same time, it is equally impossible to curtail to any material extent our commitments towards capital expenditure. We have therefore arrived at a stage, for the first time in the history of our State, when it is necessary to have recourse to public borrowing on a large scale in order to carry out our capital programme, and it behoves us, therefore, to scrutinise this programme with the greatest care possible in order that the borrowed funds may not be spent on schemes from which an adequate return is not certain.

47. This is all the more necessary as in the past, candour compels me to admit, our expenditure on productive works has not yielded the return that was at first anticipated; and you will notice from the Financial Review that was recently published, the annual increase in the growth of revenue from productive works during the next few years is estimated at only 1.63 lakhs as against 4.31 lakhs expected to be realised from the ordinary heads of revenue.

48. The "Financial Review and Forecast" which is the result of a careful examination of our present financial position initiated by Mr. Banerji, makes it very clear that, while no adequate return can be expected from our capital works for several years to come, an increase in revenue is urgently required to restore an equilibrium between the revenue and expenditure. Owing to the rise in exchange and the consequent shrinkage of sources yielding a revenue in sterling, the situation at present is even worse than what it was at the beginning of the current official year. The loss in revenue during

the present year owing to the depreciation of sterling as compared with the budget, is estimated to be about 15 lakhs and the annual deficit in revenue, as compared with necessary standard of expenditure in the next few years, is about 20 lakhs.

49. It will therefore be the most urgent duty of Government in the immediate future to consider measures leading to the restoration of the financial equilibrium. The imposition of additional taxation is inevitable, and Government trust that the necessity of maintaining the financial stability of our State and the need for pushing on with the measures necessary for the educational and industrial advancement of the people, in which there can be no halting if we should avoid retrogression, will be fully realised, and enlist the heart-felt co-operation of the public-spirited leaders of our people on behalf of the measures which Government feel compelled to adopt.

50. Government therefore announce once more their intention to proceed with the Income tax Bill, which was introduced in April last in the Legislative Council but has been deferred pending issue of the promised Memorandum on the finances of the State. As a considerable share of the burden of Primary Education will fall on the local bodies, it is proposed to empower them to levy an Educational cess at a rate not exceeding half an anna per rupee of land revenue.

51. I may here state that it is not the intention of Government to decline an honest and open-minded scrutiny into their present expenditure in order to effect retrenchment wherever possible. Nor are they unwilling that such a scrutiny should be conducted with the help of a non-official agency. I may also state that personally I shall welcome all suggestions towards retrenchment and shall freely pledge my full support for them so long as the efficiency of 'His Highness' administration and the certainty of orderly progress, are not jeopardised by their adoption. I have no doubt that the leaders of the public have as much at heart as any officer of His Highness' Government, the necessity for maintaining an efficient administration and feel it their duty to effect as much improvement as possible in the material condition of his subjects. And I have every faith that a frank and open discussion of these matters between officials and non-officials will lead to every one willingly shouldering his share of the burden, according to his ability, for the common benefit.

52. *Industrial and Commercial development.*—The recommendations of the Indian Industrial Commission have been largely anticipated in the policy adopted by our Government for the promotion of industries during the past six years. Every major Province in India is provided with a well-equipped Department of Industries and the promotion of industrial development is well recognised to be one of the primary duties of Government at present.

53. The inauguration of the Economic Conference has given a considerable impetus to the discussion of commercial and industrial questions, and there can be no doubt that but for the restriction imposed on all industrial activity by the war we should have witnessed

a much better progress in industrial ventures. As it is, we have no reason to feel dissatisfied with the work accomplished and that in sight. The Bank of Mysore has more than justified all the assistance Government has given towards its establishment by the help it is rendering in the promotion of commerce; and the Sandalwood Oil Factory, a direct product of the war, has not only rescued a valuable source of revenue which was seriously threatened during the war, but has demonstrated the practicability of carrying on a chemical industry producing a medicinal oil of high degree of purity with the assistance of chemists trained in the local Colleges. The Soap and the Metal Factories, now worked by the Department of Industries, promise to be successful commercial undertakings. The financial assistance given by the Government to the Mysore Tannery has finally proved useful in establishing it on a thriving basis, and the loan of the services of an officer of the Industries Department to a local syndicate promises to result in the early establishment of a factory for the manufacture of various asbestos products of great commercial importance.

Nor is it only in the field of large undertakings that success has crowned our efforts. There are numerous small industrial installations established all over the country which are daily familiarising our people to the use of labour saving machinery. The reduction in the rates for electric energy has given a large impetus to the establishment of several small factories in Bangalore and Mysore and a genuine industrial atmosphere necessary for the birth of sound schemes of industrial advancement has undoubtedly been created.

54. It will not do, however, to overlook the fact, that a number of minor ventures started by or at the instance of the Department of Industries has not turned out successful, and, although this need not discourage us, it emphasizes the need for a more careful preliminary investigation. I also feel that the problem of technical training has not been properly handled and that sufficient attention has not been paid to the essential difference in the methods to be adopted in providing training in organized industries as distinct from rural handicrafts. The criticism ordinarily levelled at our industrial policy that it is largely one-sided and is a matter of the State running a few concerns in which the public have no real share, is not altogether unfounded. An attempt has been made to partly remedy this defect by the recent establishment of the Industrial Development and the Industrial Investment Funds by which financial assistance is placed at the disposal of the public for preliminary investigation and the eventual establishment of promising industries. The object with which these funds are established can, it seems to me, be only achieved, provided that they are administered in such a way that the schemes they are proposed to further have the benefit of constant examination by commercial men and that the ordinary sources of financial assistance for industries are not cut off in consequence of Government aid. It is therefore proposed to constitute a Board in which the Bank of Mysore and the Chamber of Commerce are represented along with the expert advisers of Government for the administration of the funds. It will

in fact form a nucleus for an industrial bank which we hope will be established in due course, transferring the duty of financing industries to private enterprise entirely.

55. The system of industrial finance sketched above, together with the judicious exercise of the patronage of Government in the purchase of commodities required by them—the means whereby the Indian Munitions Board have given a large impetus to industrial advancement in India—will, Government trust, induce private capital to flow more largely into industrial undertakings.

56. It is commonly recognised, gentlemen, that the foundations of the Indian Iron and Steel Industry are built on the profits earned by the mill-owners of Bombay. It is the business activity of the great Western Presidency that furnished the huge capital required for the metallurgical operations of modern times. It is therefore necessary for us to foster trade and adopt every legitimate means in our power to enable Mysore merchants to regain control of the trade of the State, so that the profits of business may be kept in the country. It is hardly necessary to point out that the completion of the Nanjangud-Erode Railway, a beginning towards which will be made this year, will place our State in the direct route between the rich markets of Bombay and Southern India, and is bound to lead to enhanced trade activity.

57. The operations connected with the supply of the munitions of war have led and are leading to the establishment of a number of new industries in India. Expert advice and business experience on a variety of subjects are more readily available now and the prejudice against locally made goods is wearing away. The future for industrial development in India is full of hope and we in Mysore, in whom a desire for such development has been already quickened by the activities of the Economic Conference, may look forward with confidence. I have no doubt that with the wealth of raw materials with which Mysore has been blessed in her forests and agricultural and mineral resources, the next few years will prove a period of great industrial activity. I believe no assurance from me is necessary to the members of this Assembly that Government will always consider the legitimate promotion of industrial advancement as one of their foremost duties.

58. *Education.*—The next problem before us is that of education. Our system of education which was slowly built up during half a century has undergone rapid expansion within the past 5 or 6 years. During this period, the number of institutions has increased from 5,134 to 11,530 and that of pupils under instruction has nearly doubled. Elementary education has been extended to remote rural parts and in a large number of places, has been made compulsory. Secondary education, female education, and technical instruction have all shared the quickening impulse. Courses of study have been remodelled and important measures of improvement have been introduced in all grades of education. The establishment of the Mysore University has been a notable achievement.

59. It is obvious that all this rapid and many-sided progress could not have been achieved without many imperfections of detail.

Some of the schemes have fallen short of expectation while the operation of others has been attended with unforeseen difficulties. Considerations of cost and the exigencies of rapid expansion have occasionally resulted in the partial sacrifice of efficiency. The piecemeal introduction of reforms has also affected to some extent the unity of purpose which should underlie the educational system.

60. It is now time we reviewed our position with a view to remove existing anomalies and strengthen the organization so as to pave the way for further but steadier expansion. Government have published a memorandum indicating tentatively the proposed lines of advance and inviting the criticisms and suggestions of the public. Among other reforms, it is proposed to establish 10,000 primary schools evenly distributed throughout the State, to increase the number of middle schools to 600, and make Lower Secondary Education free, to improve the equipment and accommodation of High Schools and to reorganize technical instruction. In regard to women's education, steps are to be taken for securing a larger supply of qualified women teachers and organizing a separate inspectorate for girls' schools. The memorandum also contains suggestions regarding the education of Mahomedan and backward communities. Better and enlarged facilities for the training of teachers and improvement of the inspecting staff are foreshadowed. The final consideration of these proposals is awaiting the receipt of opinions called for from the various local bodies, educational agencies and the public at large. In the meanwhile, some important reforms proposed in the memorandum have already been carried out. A separate inspectorate has been constituted for girls' schools and an increased supply of women teachers is being secured. I shall presently refer to the abolition of fees in middle schools.

61. It is fortunate that the publication of our proposals should have coincided with the general awakening of public interest in educational questions, caused by the appearance of the report of the Calcutta University Commission. Though the Commission were mainly concerned with questions of University instruction, they have made far-reaching proposals for the reorganization of secondary education, the suitability of which in the peculiar circumstances of our State, we shall have to carefully consider. It should be gratifying to us to notice that in some important matters, *e.g.*, university organization, length of the secondary school course, improvement of hostels, physical education, women's education and training of teachers, we have been proceeding upon principles which have commended themselves to the University Commission.

62. *Medical Relief.*—The epidemic of influenza that swept over the State with such fatal results last year has necessitated the examination of the existing agencies for medical relief. There are 179 medical institutions in the State, *i.e.*, one institution in the average for every 169 square miles of area and 32,800 inhabitants of the population. Though these figures do not compare unfavourably with similar statistics for other parts of India, there is no doubt the

existing arrangements for medical relief in the State are wholly inadequate. The extension of hospitals and dispensaries, the improvement of medical aid for women, the arrangements to be made for medical education, and other connected questions have, as I have already observed, formed the subjects of investigation by a special committee, whose report has already been placed at the disposal of the public. The committee has proposed the opening of 110 new dispensaries in the near future, the establishment of a Medical Faculty in the Mysore University and other large improvements calculated to cost about 10 lakhs of rupees a year. There can be no doubt that the opening of new dispensaries especially in the Malnad parts of the State where the incidence of sickness is particularly high, is a matter of some urgency. As regards the establishment of a Medical College, Sir Visvesvaraya observed in his address to this Assembly in October 1917: "While sympathising with the proposal, however, Government feel that the limited demand that exists in the State for highly paid medical men will scarcely justify, at present, the expense involved in maintaining a Medical College." This position will perhaps bear reconsideration in the vivid light which the late epidemic has thrown on the inadequacy of our medical organization.

63. The proposal to extend medical aid by means of indigenous institutions has a large measure of popular approval. The main difficulty is to find qualified men trained in indigenous systems of medicine and to place the systems themselves on a modern scientific basis. It is hoped that this difficulty will be solved to some extent when the Ayurvedic College at Mysore is re-organized. Approval has been tentatively given to proposals involving an annual expenditure of Rs. 30,000 for introducing improved courses of study in the College, for instituting scholarships so as to attract students and for establishing a well-founded dispensary with in-patient wards for clinical training and practice. It is also proposed to make the College the centre of instruction in the Unani system of medicine. When the arrangements come into working order, it is hoped they will provide a corps of medical practitioners whose aid will be welcomed in rural parts and whose services will supplement the work of the institutions of modern medicine.

64. *Increase of Food Supply.*—I have already given expression to our great debt of gratitude to the Government of India through whose generosity we have been able to tide over the extremely critical food situation with which we were confronted last year and through which we have not, even yet, fully emerged. It is true that the combination of circumstances that created the crisis wherein a total failure of both the monsoons supervened on an unusual export of food grains consequent on high prices across the border is not easily provided against; but it is incumbent on us to see that we grow sufficient food in normal years and that sufficient stock of food grains is always retained in the country in order that we may not throw ourselves every time on the generosity of our neighbours in British India at the first sign of failure in the monsoon rains. I am afraid

that with the advent of modern ideas, the Mysore raiyat has given up the time honoured practice of his ancestors of storing ragi in his granaries. You must all be well aware, gentlemen, that in the early part of last year, train loads of ragi were daily exported outside the State under the tempting influence of the high prices that prevailed in parts of the Bombay Presidency, so that the stock of this essential food grain was found to have been reduced, when stocks were taken in December 1918, to about 158,000 tons which is equivalent to about one-fourth the quantity required to carry our people through the year. I would advise you, gentlemen, to use all your influence with our raiyats to resume the old and wise practice of their ancestors and store ragi against seasons of scarcity. In regard to the other main food crop, rice, it is found by an examination of our railborne returns, that we import much larger quantities than we export and the State does not produce all the rice it requires for consumption. The average import is calculated to be equivalent to about 20,000 tons or roughly 10 per cent of the total annual crop. You will admit this position is exceedingly unsatisfactory and the season of food scarcity we are passing through will have been experienced in vain if we do not make our State independent of outside sources of food supply at least in normal times. In his note on the increase of agricultural production, Dr. Coleman considers that the deficiency is not so great but that we should be able to make the State self-supporting by an increase in outturn per acre. It will be the endeavour of Government in the next few years to increase food production so that the State may be self-sufficient at least in normal years.

65. *Social amelioration.*—I am sure you will agree with me, gentlemen, that among all classes of His Highness' subjects there is no class more deserving of assistance towards social amelioration and more in need of it than the community known as the Panchamas. There are nearly 10 lakhs of people belonging to this community and they thus represent about one-sixth of the total number of His Highness' subjects. They are sunk in abject poverty, are hopelessly illiterate and have neither the resources nor probably the ambition to rise above their present condition. I submit that, apart from bare considerations of humanity, it is a great economic loss to the State that such a large body of our fellow-subjects should be left in such a helpless condition. You know that great efforts have in the past few years been made to create facilities for their education and public schools in all parts of the State have recently been directed to be thrown open to them. These are very desirable measures in their way but something more than mere facilities for education are required for a community that is ever bordering on want. It will be some time before the pupils who are now proposed to be educated establish themselves as earning members of society and it is scarcely desirable to let the community take its chances in the general struggle for existence until such a time should arrive. I am aware that the problem is exceedingly complicated, but Government feel that an earnest attempt should be made with a view to effect the economic and social uplift of

this large section of His Highness' subjects and they therefore propose to keep this object steadily in view.

66. I feel that before I leave this subject, it is important that I should clear a possible misapprehension. The desire to ameliorate the condition of the Panchamas should not be regarded as evidence of a sinister intention to thwart the progress of any other more fortunate community that has worked its way up in the social scale already. Owing to the passions that have unfortunately been introduced in all discussions on this topic in other parts of India, it is difficult for one to refer to the necessity of special measures on behalf of the unfortunate sections of our fellow-subjects without being labelled as one belonging to this or that party. We in Mysore, gentlemen, have no excuse to allow these questions to create a cleavage amongst His Highness' subjects. I earnestly commend to your attention the following golden words of wisdom that were uttered by His Highness when he received the non-Brahmin deputation in June last year. His Highness said: "My aim is to pursue a just and righteous policy as between various castes and communities in the State, neither unduly favouring nor suppressing any individual one but trying to uplift them all for the permanent good of the State." Gentlemen, I venture to commend this sentence to every one, Brahmin as well as non-Brahmin, in Mysore, and request them with all the earnestness in my power, to bear it in mind when considering questions connected with social uplift. It seems to me that we, in Mysore, official as well as non-official—we are official to-day and non-official to-morrow—will render a service to the rest of India by evolving a scheme whereby all the communities having a common mother land can harmoniously work out their economic and social salvation.

67. *Other outstanding questions.*—Apart from the large schemes of development, in regard to industries, education, medical relief, increased food production and social amelioration, Government have under consideration several reforms of a minor character which need only a passing reference.

68. The disappointing progress under the Minor Tanks Restoration Scheme is generally attributed to the unwillingness on the part of the raiyats to pay the contribution required from them under the rules. The question of reducing the contribution to one-fourth of the total cost of the work and of levying the same compulsorily is receiving attention.

69. The possibility of rectifying the inequalities, frequently complained of in this Assembly, in connection with the levy of the Irrigation Cess is also under consideration.

70. It may not be possible to undertake at present the general revision of the scale of potgi of village officers, but Government are considering whether the system of remuneration may not be improved in other directions, namely by amalgamating small charges, by fixing a minimum rate of remuneration and increasing the stationery allowance.

71. The reorganization of the Civil Service is another important outstanding question. While the reorganisation of other services has always meant an improvement of salaries, the Civil Service, which comprises the main executive and administrative service, has suffered at each successive revision of the rules, a distinct lowering of its prospects. A somewhat illiberal time scale and a general tendency to stagnation are noticeable features of the present organization of the service.

72. The Excise department is another large establishment the reorganization of which is long overdue.

ANNOUNCEMENTS.

73. It now remains for me to announce to this Assembly some important measures of public interest sanctioned by His Highness within the past few weeks.

74. It has ever been His Highness' view that the fullest opportunities should be provided for the expression of the people's wishes in matters of administration. His Highness has, for this reason, been pleased in recent years to confer upon this Assembly and on the Legislative Council a series of privileges including the power of discussing the budget and asking questions on matters of public interest. The members of the Legislative Council possess also the right of moving resolutions on other than budget questions. As the administration is growing in complexity and questions of finance involving additional taxation are coming into prominence, His Highness considers it necessary that in future non-official opinion should be even more fully utilised in the task of administration. He has accordingly decided that the Legislative Council should be enlarged and that each district, and not each group of two districts, should be able to send a representative to the Council. This is a reform which has been frequently asked for in this Assembly and it gives His Highness much pleasure to be able to meet your wishes. Other changes in the Legislative Council include the creation of a seat for the Mysore University and four seats for being filled up by nomination. In the result, the Legislative Council which now consists of 21 members will, in future, have a strength of 30 members.

75. It is also His Highness' pleasure that more adequate arrangements should be made for the scrutiny of public expenditure by non-official gentlemen in association with the responsible officers of Government. The Budget Finance Committee will therefore be strengthened and reorganized. The Committee will consist of six official and the same number of non-official members, with one of the Members of Government as Chairman. Of the six non-official members, two will be elected by the Representative Assembly, and one by the Legislative Council, the remaining three being nominated by Government from these bodies in the same proportion. The Committee will have the power to co-opt as members Heads of Departments and Secretaries to

Government for the consideration of particular questions. The submission of proposals for reduction of expenditure and increase of revenue will be an important part of the business of the Committee. It will meet once a quarter, if necessary, and will have the services of an officer of the Financial Secretariat to act as its Secretary. These arrangements should strengthen the Committee and give continuity to its work and weight to its counsels.

76. Lastly, knowing as I do how anxious all classes of His Highness' subjects are for increased facilities for education, you will receive my next announcement of His Highness' pleasure with acclamation. His Highness desires that all fees in middle schools should be abolished, all education below the High School grade being imparted absolutely free. In regard to higher grades of education, it is His Highness' pleasure that increased facilities should be afforded to the poorer classes of all communities by providing freeships and scholarships on a liberal scale in addition to the special encouragement given to backward communities. The system of freeships ranging from 20 to 40 per cent provided in the High Schools and higher grades of education will be continued and the sum allotted annually for scholarships of various grades within the State will be raised to Rs. 3 lakhs

CONCLUSION.

77. I am afraid, gentlemen, I have taken a great deal more time than I expected. I have been one of you, having been born and brought up amongst you and, in the exercise of a privilege of an old friend who has served you in different capacities, I have taken the liberty to have a frank and straightforward talk in regard to the questions we shall be called upon to solve during the next few years. We are just emerging from a period of gloom in which we were lately overwhelmed under the combined effects of the severe strain during the last stages of the war, the terrible influenza epidemic and the acute shortage of food supplies. Providence has recently blessed us with bountiful rains and the food situation is rapidly clearing up. The threatened recrudescence of the epidemic of influenza will, let us hope, not materialise and the signing of the Peace Treaty promises to usher in a period of great industrial and commercial expansion in which we in common with the rest of our brethren in other parts of India will, provided we take hold of the situation in the right spirit of common brotherhood and mutual improvement, have an opportunity of laying the foundations of an enduring period of social and economic improvement. It is true that owing to the sudden rise in exchange our sources of sterling revenue have shrunk to a disconcerting degree and the financial situation is causing some anxiety. But I have great faith in the public spirit and patriotism of my fellow-subjects and I am confident that the credit and natural resources of our State will prove adequate to any situation likely to arise and that the embarrassment is no more than temporary. I shall now conclude this address, gentlemen, in the words used by a great statesman of the west when addressing the

representatives of his people, as they express my feelings somewhat similarly at the present moment. "We know our task to be no mere task of politics but a task which shall search us through and through, whether we be able to understand our time and the need of our people, whether we be indeed their spokesmen and interpreters, whether we have the pure heart to comprehend and the rectified will to choose our high course of action. This is not a day of triumph; it is a day of dedication. I summon all earnest men, all patriots, all forward looking men, to my side. God helping me, I will not fail them if they will but counsel and sustain me."

MYSORE FOREST CONFERENCE.

Speech by Mr. M. G. Rama Rao, Conservator of Forests.

AT THE OPENING OF THE CONFERENCE ON 6TH JUNE 1919,
BY MR. A. R. BANERJI, M.A., I.C.S., C.I.E.

Sir,—I am confident that I am only voicing the unanimous sentiments of the members of the Forest Association when I offer you a most hearty welcome. Your gracious consent to preside at this the second session of the Conference of Forest Officers in the midst of your multifarious duties as the Executive Head of the State is to us the surest indication of the active sympathy and the ever increasing interest on your part in questions of forest conservations. Answerable to posterity as they are being charged with the onerous task of protection and management of forests which are valuable assets of the State not merely from the standpoint of the revenue they produce, but of the numerous benefits, direct and indirect, that they confer on the population, the Forest Officers feel, with just pride, that their burden is considerably lightened, shared as it is, by a sympathetic and responsive Government.

This session of the Conference should, in the usual course, have been held in October last, but the outbreak of influenza at the time and the adverse seasonal conditions that followed closely on its heels rendered its postponement unavoidable. We meet to-day under circumstances very much altered both with regard to our external environments and internal economy. The distressing gloom of war that rested on us when last we assembled is happily lifted. The economic stress created by the great war which brought about manifold industrial and commercial activities in the State also pressed home the necessity of bestowing more attention on the rapid development of forest resources by adopting more intensive and scientific methods, creating better facilities for transport, and devoting concentrated attention on research. The first requirement in this connection was the readjustment of the staff and as a result of the proposals formulated in this behalf, Government have been pleased to sanction the appointments of an Economist, a Chemist and an Engineer to carry on investigations and initiate measures for the development of forest resources. The executive, protective, ministerial and menial establishments also underwent a thorough revision, the main principle on which it was effected being a reduction in size and an increase in the number of Range charges so as to provide for more intensive working of the forests on a sound scientific basis. The Sub-Ranges were abolished and the grade of Deputy Rangers done away with. The

number of Foresters was curtailed from 130 to 30. The Range Officers were thus enabled to come directly in touch with the works in progress in their respective charges. It is confidently expected that this curtailment of territorial jurisdictions will enable the executive staff to devote better attention to their legitimate duties and that before long the beneficial effects of these changes will become palpable.

The establishment of a Research Division was a long felt want. As a beginning towards the achievement of this end, the nucleus of a Research Library was formed some time ago with an assortment of standard books on Forest Literature, periodicals and pamphlets issued by the Government of India Bureau of Research. The publication of the Forest Quarterly Journal from January 1918 under the auspices of this Association was a further step in this direction. Thanks to the keen interest taken by Mr. H. S. Naraina Rao, the Editor, the Journal is being regularly issued every quarter giving a succinct account of all the various activities of the Department in the direction of development of forest resources and publishing articles of interest contributed by Forest Officers both in and outside the State and extracts from technical periodicals. A bright future for this very useful and valuable Quarterly can be assured if our officers exhibit greater keenness and interest in contributing articles regularly. Now that the Government have been pleased to sanction the appointments of three Specialists, the Department is enabled to effect further advance towards the organisation of the Forest Research Institute by constituting these officers as an integral part of the Research Staff. The appointment of a Sylviculturist to study the requirements of the various species found in our forests and to collect trustworthy statistics relating to the best methods of their regeneration, growth and development is very desirable for placing the Research Division on a modest working basis.

The increasing requirements of the Department gave rise to the need for a large number of trained officials to man the Ranges. In view of the difficulty experienced in procuring an adequate number of seats for Mysore students at the Coimbatore Forest College and in pursuance of the now accepted principle that sound practical training given under local conditions would turn out Rangers far superior to those trained under entirely different conditions, a Rangers' School was started with the sanction of Government in November 1917 with 28 students of whom 13 were men already in the service of the Department. The first batch of students is just about to leave the School after receiving a training of a little over 18 months. One student passed out with honours, 24 obtained the Higher Standard, one Lower Standard Certificate. The whole heartedness with which the Principal Mr. H. S. Naraina Rao took up the work of training and the zeal and enthusiasm displayed by himself and his staff throughout the whole course of studies are commendable and the sincere thanks of the Department are due to them for having supplied a fine body of trained men. It is hoped that these men give a fine account of themselves in service and bring credit to their institution.

A Guards' class was also held under the supervision of the Principal for a period of six months, commencing from 1st January 1918 with the junior Ranger attached to the School as Instructor. Fifteen Guards underwent training in practical forest work.

The establishment of two Sandal Oil Factories in the State and the consequent necessity for ensuring a sustained supply of raw wood rendered the problem of placing the sandal exploitation on a scientific basis acute with the result that a valuation survey of the sandal areas had to be undertaken. The Taluks of Hunsur and Shikarpur, two of the best sandal tracts in the State, were taken up and two Sub-Assistant Conservators of Forests with the requisite staff of Rangers detailed on this work. These officers are required to traverse the whole sandal tract and to prepare stock maps. Sample plots are laid out in valuable sandal areas with a view to ascertain the rate of growth to enable regular working plans being drawn up. From the results of enumeration available so far it is gratifying to record that the exploitation of this valuable wood has been very cautious in the past. The large percentage of advance in growth, the preponderance of the younger age classes and the absence of any appreciable abnormality in the representation of the older age classes suffice to ensure the permanence of this source of supply for all time, if future exploitation is governed by well thought out working plans.

The Spike disease continues to give anxiety as ever. To consider problems connected with it, a Conference of Forest Officers of Madras, Mysore and Coorg. was held under the presidency of Dr. Coleman in October 1917. Papers based on the results of field observations and the experience gained by experiments conducted were discussed. Various theories were propounded, none of which, however, could stand a fine dissection. The subject has been discussed in various aspects, but no definite conclusions regarding the origin of the disease or its effectual prevention have been arrived at as yet. It is hoped that as a result of Dr. Coleman's labours in this direction some effective remedies will be devised to stamp out this dire disease. The officers employed on sandal valuation survey have also been instructed to carefully study the mode of its spreading and distribution and to lay out sample plots for studying the effects of various agents that bring about the diseased condition.

The investigation into the Paper Pulp Industry is nearing completion. The officer who had been deputed to prepare working plans for the bamboo areas of Shimoga and Kadur Districts under the direction of the Special Forest Officer has completed his work, and a site for locating a paper mill at Benkipur has been selected. Arrangements for the purchase of a suitable plant are in progress and it is expected that the industry will be started at no distant date.

Considerable attention is being paid to the preparation of working plans for all valuable Forest areas. Since the date of the last meeting of this Conference, 400 square miles of forests in the Mysore, Shimoga and Kadur Districts were provided with suitable working plans, two officers with the requisite staff being solely deputed for

this work. It is anticipated that before the close of the official year, all the forest areas set apart for the exploitation of fuel for iron smelting which aggregate to 756 square miles will have been fully dealt with. Much still remains to be done in this direction and it is under contemplation to depute a third officer to expedite this work without which conducting operations are a mere groping in the dark.

The time is not far off when the Department will be required to take in hand the work of the fuel supply to the Iron Works at Benkipur. Forest tramways are being constructed and are nearing completion in the forests set apart for the purpose. The happy advent of this important industry, besides finding an outlet for all the waste materials which are now choking our valuable forests to their great detriment, enables us to place on the market large quantities of timber and other forest produce at easy and remunerative rates due to the cheap mechanical means of transport that will be made available. The concentrated methods of working which these forest areas will be subjected to will require the re-investment of a good proportion of the revenue derived from them on works of successful regeneration by artificial means. There is now a splendid opportunity for the Department, not only to turn to good account the materials that now exist in useless profusion but also to so varying the future composition of the Forests by a careful manipulation of regeneration operations as to make them trebly more remunerative than at present. It cannot be denied that it is a very heavy responsibility, but with judicious outlay and conscientious work, there can be no doubt that highly beneficial results will accrue. The establishment of more Saw Mills for converting our less valuable timbers to find a ready sale in the market is also necessary. With this object in view, the Saw Mill at Kumsi was removed to Shimoga, a more central locality, and sanction of Government has been obtained for the purchase of another Mill.

Opinion having gained ground among tanning experts that the preparation of tannin extract was more economical than the use of the raw tanning material direct for tanning purposes, a small quantity of Myrabolam extract was prepared at the instance of the Special Officer and sent for analysis to the Central College Laboratory and is under investigation. A number of vegetable substances likely to yield tannin, other than Tangadi, Kakke and Gallnut, was sent to the Indian Institute of Science for ascertaining their tannin contents. Some oil seeds were also experimented on for their oil contents. The results were found to be satisfactory and the oils suitable for soap making. When there is a sufficient demand for oils from the Soap Industry, which has been just established, the extraction of oils can be undertaken on a commercial scale.

The propagation of Lac in Mysore is an industry that demands considerable attention. Brood Kusum Lac was imported from Raipur Division in Bengal and Sagade trees were infected with it. The spread of Lac was found to be encouraging.

Sanction of Government has been recently obtained to open an

experimental Timber Depot at Bhatkal to be supplied with timber extracted from our Ghat Forests. Should the experiment prove successful, and there is every indication of its becoming a success, a great future is anticipated for the Ghat woods, the exploitation of which will be further facilitated by the proposed Railway connection with Bhatkal. There is also a proposal to open another experimental depot at Uppinangadi on the Mangalore side where there are back-water facilities for the transport of timber from the richly clad ghats of Manjarabad.

The system of forest accounts was also carefully examined by Mr. Datta, the Special Officer, and his suggestions have been adopted in the main.

Since the last Conference met, three students returned from Dehra Dun Forest College after completing the Provincial Service Course, two obtaining honours and the third a good pass certificate. One of them Mr. Rangaswamiengar, has been appointed Sub-Assistant Conservator and posted for duty under the Principal of the Forest School, at Mysore. The other two only returned recently. It is highly gratifying to note that our nominees have done exceedingly well at Dehra Dun both in studies and sports. It would have been no easy task to achieve any of these results, varied as they are in the direction of progress and development, but for the encouragement, sympathy and ready support which the Department has always found at your hands both in your capacity as Forest Councillor and Dewan and I take this opportunity of conveying to you on behalf of the Department its humble and sincere thanks. Our pressing need is the want of a suitable accommodation at head-quarters for housing the Working Plan Offices, the Museum, the Research Division and the Conservator's Office all in one place to ensure close supervision and control. I trust that this long-felt want will soon be supplied and that we shall meet in a house of our own when the Conference assemble next.

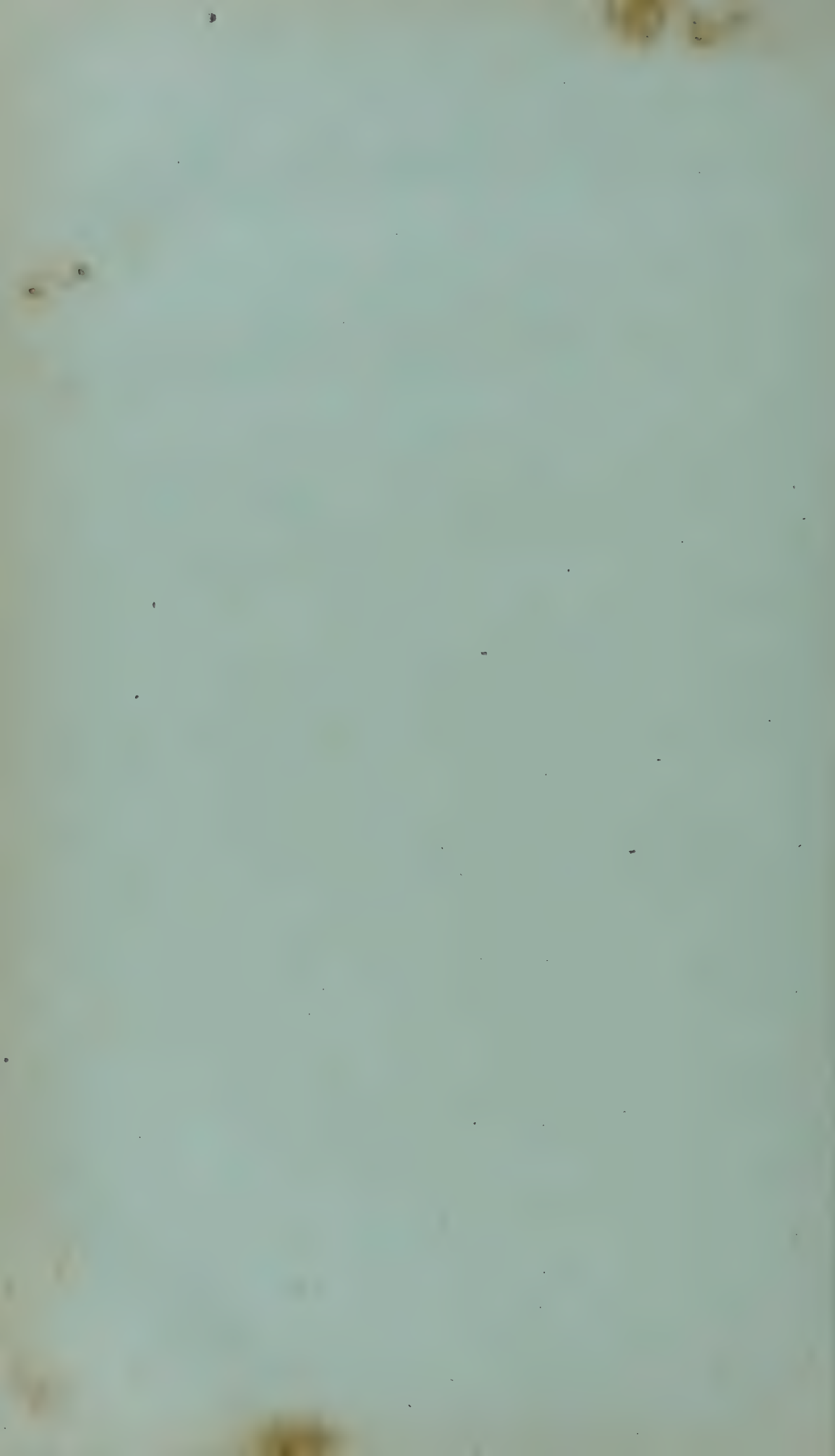
This brief account will be incomplete without a mention of the war effort made by the Department in its own humble way. The Department is grateful for the opportunity afforded for supplying materials for war purposes. Since the beginning of the war, Rosewood to the extent of 14,959 c. ft., valued at Rs. 46,948 was supplied to the Superintendent, Gun Carriage Factory at Jubbulpore. A collection of Mahua flowers (*Bassia latifolia*) was sent to Professor Gilbert Fowler, Indian Institute of Science, for testing its suitability for the preparation of explosives, the quantity supplied being 71 tons valued at Rs. 5,608. About 90,000 tent pegs were supplied. Teak Metre Gauge Sleepers to the extent of 30,000 were supplied at concession rates to the Railway Board for use in Mesopotamia. Service was also rendered by leasing out 18,000 acres of plantation and kaval lands to the British Grass Farm Department. In order to ensure a steady supply of tanning barks for military purposes and to co-operate effectively with the British Government in this respect, favourable terms of rental were afforded to and accepted by the lessees, the

extent of concession granted amounting to Rs. 4,71,000. Messrs. Marriott and Bennett, Imperial Forest Officers, deputed by the British Government to conduct enquiries in Bangalore into the question of the supply of Poom Rosewood and Hebbalasu available for the use of the Air Craft Factories, were satisfied with the information furnished to them and indents in this behalf are being awaited.

The dire hand of death, I have to record with the deepest regret, has snatched away two of the most promising officers from among the members of the Association. The loss to the Department in the person of the Late Mr. M. Venkatanarasappa was heavy enough, but the sudden demise of Mr. G. Krishnamurthi Naidu was indeed most distressing. Mr. Krishnamurthi Naidu returned from America only recently after a study of Lumbering, Wood distillation and other forest industries. The Yale University had conferred on him the degree of Master of Forestry for his high proficiency. Much was expected from a man of his talents and experience but before he had had time to give us the benefit of his knowledge he was called away to the extreme regret of us all.

Before I conclude, Sir, I would, with your permission like to address a few words to the out-going students of the year.

You students, who have just completed your course are now going out into the world to start on your career in life. Let me warn you against supposing that you have learnt all that you ought to. In the short course of training, only the broad lines on which you are to proceed have been indicated and it is for you to equip yourselves adequately for the work that lies before you. In all that you do, in offices of trust and responsibilities that you will be called upon to fill, remember that the School that gave you training is anxiously watching your behaviour and looking up to you as Guardians of its fair name. What I want to impress on you is that professional success is not éverything; what is infinitely more important is the satisfaction that comes to one at the end of one's career if only duty has been done conscientiously, fearlessly and with no baser motives. Let honesty and fearless straight-forwardness be your watchwords and there is no reason why success should not crown your career. I wish you all God speed.



PART I.—Orders of Government (Mysore.)

FINANCIAL.

Finance Committee.

REVISED CONSTITUTION.

As announced in para 75 of the Address of the Dewan, dated the 6th October 1919 to the Representative Assembly, His Highness the Maharaja has been pleased to sanction the reconstitution of the Budget Finance Committee with a view to afford opportunities to non-official gentlemen for scrutinising public expenditure and for suggesting sources of revenue, in association with the responsible officers of Government.

The reconstituted Committee will consist of 6 official and the same number of non-official members with one of the members of Government as Chairman. The official and non-official members will be the following :—

Official.—Financial Secretary, Chief Secretary, Comptroller, Chief Engineer and Secretary, Public Works Department, Secretary to Government, Education and Agricultural Departments, and Inspector-General of Education.

Non-official.—Two members elected by the Representative Assembly, two members nominated from the Representative Assembly, one member elected by the Legislative Council, and one member nominated from the Legislative Council.

The Under or Assistant Secretary, Financial Secretariat, will act as Secretary to the Committee.

The functions of the Committee will be enlarged by its being allowed to consider proposals for retrenchment of expenditure and growth of revenue and to submit recommendations to Government. It may meet once a quarter if necessary.

The Committee will have the power to co-opt the Head of the Department and the Secretary to Government in the Administrative Department concerned when occasion requires.

Official and non-official members are both authorised to propose subjects affecting retrenchment of expenditure and growth of revenue for consideration by the Committee. The Chairman of the Committee may, at his discretion, disallow any subjects brought forward by a member, if, in his opinion, such subject cannot be discussed

consistently with public interests. Subjects of the kind referred to in Section XII (2) of the Legislative Council Regulation will also be outside the scope of the Committee.

G. O. No. Fl. C. 1-50, dated 8th October 1919.

Revised Travelling Allowance Rules.

Government have had under their consideration for some time past the question of revising some of the travelling allowance rules with a view to make their application general as far as possible and they are now pleased to sanction the following changes in the said rules with effect from 1st January 1920.

For purposes of travelling allowance rules, officers of all departments will be divided into the following classes based on salary and they will be entitled to the rates of allowances admissible for the class to which they belong.

The term, 'salary,' will for this purpose include pay, acting or charge allowance and also personal allowance.

Classes of Officers	Daily Allowance	Railway fare	Mileage
	Rs. a. p.		
I. Officers whose salary exceeds Rs. 1,200.	7 8 0	I Class	8 aunas
II. Officers whose salary is Rs. 800 or more but does not exceed Rs. 1,200.	5 0 0	Do	8 "
III. Officers whose salary is Rs. 250 or more but is less than Rs. 800.	4 0 0	Do	6 "
IV. Officers whose salary is Rs. 40 or more but is less than Rs. 250.	2 annas for every Rs. 10 of actual salary or fraction thereof in excess.	II Class	4 "
V. Other officers in superior service whose salary is less than Rs. 40.	2 annas subject to a minimum of 4 annas.	III Class	2 "
VI. All officers in Inferior service.	Do	Do	6 pies

The existing rates of travelling allowances admissible to the Dewan, the Members of Council and the Chief Judge are unaffected by this order.

The rates allowed to officers employed under agreements of service or as personal to particular officers are also not altered by this order.

The certificate of actual expenses required in the case of non-gazetted ministerial and menial officers to draw mileage under Article 591, Rule 1, Mysore Service Regulations, will be dispensed with. The road mileage admissible to inferior servants will, however, be subject to the furnishing of a certificate in the following form :—

"The menials for whom road mileage is claimed were not given seats in carts paid for by Government."

An officer transferred in the interests of public service from one station to another for more than three months will be given for such journey on transfer double the rates of Railway fare and road mileage to which he would be entitled for making the same journey on tour.

The minimum limit laid down in Articles 538 and 539, Mysore Service Regulations, for claiming actual transport charges of conveyances by rail will be raised from 20 to 30 miles.

Article 558, Mysore Service Regulations, will be cancelled to permit Sub-Assistant Surgeons to draw the road mileage admissible to them for all journeys on duty.

Article 594, Mysore Service Regulations, will be deleted to enable establishments accompanying Jamabandy officers to draw mileage under the ordinary rules.

The rule under Article 597 (1), Mysore Service Regulations will be amplified to permit Sub-Assistant Surgeons and Lady Apothecaries to draw conveyance allowance during outbreaks of all epidemics, requiring them to be constantly on the move.

The additional daily allowance admissible, under Article 634 to officers for journeys and halts in Malnad tracts or in the Kolar Gold Fields area, will be 25 per cent in the case of officers whose salary is Rs. 250 and above, and 50 per cent for those whose salary is less than Rs. 250.

The question of revising the tracts to be treated as malnad as well as that of the rates for journeys and halts in semi-malnad areas is reserved for separate consideration.

G. O. No. Fl. 3070-3119—S. & A. 107-19-1, dated 20th November 1919.

Mysore State Provident Fund.

REPORT FOR 1918-19.

Number of Subscribers.—The number of subscribers at the commencement of the year was 2,530. During the year under report, 260 persons enrolled as members and 126 ceased to be as such, with the result that there were 2,664 members at the close of the year. Of these 50 are compulsory subscribers.

Subscriptions.—The amount subscribed during the year was Rs. 99,162-6-2 as against Rs. 89,463-0-11 in the year previous.

Withdrawals.—There were 126 withdrawals during the year, of which 55 were due to retirements, 46 to deaths, 12 to resignations, 7 to dismissals and 6 to the subscribers having contributed to the Second Indian War Loan. The amount of these withdrawals aggregated Rs. 17,988-6-9.

Temporary advances.—There were 198 cases of temporary advances. The amount advanced in the year was Rs. 17,540-0-0 while that repaid during the year was Rs. 8,427-11-0.

The financial position of the Fund on 30th June 1919 was therefore as follows:—

		Rs.	a.	p.
Opening balance on 1st July 1918 ...	...	2,21,957	5	10
Subscriptions during the year ..	...	90,734	11	2
Repayments of temporary advance ...	...	8,427	11	0
		3,21,119	12	0
Withdrawals during the year ...	...	35,528	6	9
		2,85,591	5	3
Interest credited during the year ...	...	12,303	2	2
Closing balance on 30th June 1919 ...	...	2,97,894	7	5

Nominations.--During the year under report there were 65 nominations and the total number registered from the beginning was 987.

Annual advices to subscribers are being issued.

G. O. No. Fl. 3300-49—G. F. 86-19-2, dated 29th November 1919.

Commutation of Pensions.

RULES OF PROCEDURE.

Government are pleased to authorize the commutation of pensions according to the rules in the annexure of this order.

ANNEXURE.

RULES FOR COMMUTATION OF PENSIONS.

1. Subject to the conditions stated in these rules, Government may sanction the commutation for a lumpsum payment of a portion not exceeding one-fourth of a pension which has been or is about to be granted to any person. The privilege of commutation will not be permitted in the case of pensions not exceeding Rs. 10 per mensem.

2. The commuted amount is payable at the Treasury at which the pension is being or is to be drawn.

3. Sanctions to commutation of pensions are subject to the rule that the expenditure can be met from sanctioned budget grants.

4. The payment of capitalized sum must be taken from a Treasury in the State.

5. Application for commutation shall be made in the prescribed form.

The applicant for commutation should satisfy Government:—

- i. That the commutation will be to the distinct and permanent advantage of himself or his family.

- ii. That the residue of pension which will be left after commutation will be sufficient to maintain him in accordance with his station in life in retirement, due regard being had to the manner of application of the amount realized on commutation.

Government may also at its discretion require guarantees and impose such terms and safeguards as it may deem fit to ensure the prudent application of the amount payable in commutation, if sanctioned.

6. If on consideration of the facts stated in the application, Government decide to allow commutation, the applicant will be required to produce a certificate as to his expectation of life from a Government Medical Officer of not lower standing than a District Medical Officer. Government may further, at its discretion, require a second medical opinion or direct the applicant to appear before a Medical Board.

7. The certifying Medical Officer or Board may subject the applicant to a strict medical examination, requiring him to give such information as to his health and habits as is usual in the case of persons proposing to assure their lives in the State Insurance and will report in the form prescribed.

In the case of an applicant who has been awarded an invalid pension, the grounds of invaliding or the statement of the pensioner's medical case, should be communicated to the certifying medical authority.

The applicant should himself pay the medical officer's fee for examination except when a second medical opinion is required or the applicant is directed to appear before a Medical Board, in which cases the examination will be made free of charge by medical officers under the orders of Government.

8. The lumpsum payable on commutation will be the amount certified by the Audit Officer to be admissible according to the table of present values in Appendix D, Mysore Service Regulations.

9. Commutation, when sanctioned, shall take effect from a date, to be named in the order, which should ordinarily be about one month later than the date of the order, and all calculations shall be made with reference to that date. Payment of the commuted portion of the pension will cease from the date specified and the sum payable on commutation will be paid on that date or as soon afterwards as possible.

10. A commutation once applied for, sanctioned and given effect to, cannot be rescinded, *i.e.*, the portion of a pension commuted cannot be restored on refund of its capitalised value.

11. If a pensioner, whose pension has been commuted, dies before receiving the commutation value, this value is payable to his heirs.

12. In the case of a pensioner who is re-employed in Government service or in the service of a Local Fund and who commutes a portion of his pension before or after such re-employment, his

pension for purposes of the rules in Chapter XX, Mysore Service Regulations, shall be taken at the full amount which he might have drawn if he had not commuted a portion of it.

*G. O. No. Fl. 3463-3512—S. & A. 100-19-2, dated 4th
December 1919.*

REVENUE.

Irrigation Tanks in the State.

RULES FOR THEIR TIMELY REPAIR AND UP-KEEP.

Preliminary.—Complaint is frequently made that while large sums of money are spent on the construction and restoration of irrigation tanks, comparatively little attention is bestowed upon their timely repair and upkeep. There have been cases where tanks once restored and brought up to standard had so deteriorated within a period of ten or twelve years that the entire work had to be done over again at a considerable outlay. It is true that in some of these instances, faulty construction, no less than neglected maintenance, was responsible for the deterioration of the tank within a short period, but there can be no doubt that the system of executing periodical tank repairs stands in need of considerable improvement. The subject has been brought to notice by several officers of Government and has been more than once discussed in the Representative Assembly in recent years.

Previous history.—By the custom of the country, it is the duty of the raiyats holding lands under irrigation tanks to execute the necessary annual repairs and to maintain the works in an efficient condition. But this obligation has never been satisfactorily discharged. On the assumption of the administration of the State by the British Government, the majority of tanks were found in a "deplorable condition," showing the extent of the neglect of the villagers even in those early days. In 1863, rules were issued to enforce the performance of the customary duties of the raiyats by suitable penalties, but the rules were of doubtful legal validity and apparently remained a dead letter. The Commissioner, Mr. Bowring, wrote in the Administration Report for 1865-66 that "of late years, the raiyats have silently ignored their obligations and the whole duty and cost of repairing tanks both in regard to the requisite labour and material have fallen on Government." But it was manifestly impossible for Government to undertake the petty repairs of the several thousands of tanks scattered all over the State, and the idea had soon to be given up. In 1873, after prolonged discussion, it was decided that the raiyats' responsibility for the up-keep of tanks should be reviewed and enforced, Government agency being employed only for executing repairs requiring technical skill. The rules issued in that year, with minor modifications, are still in operation and have the force of law. According to these rules "the *pattadars*, *shikmidars*, *inamdars* and others holding lands in a village and all others deriving any benefit whatever from the tank, either directly

or indirectly, were held responsible for the annual maintenance" and the enforcement of this responsibility was entrusted to the patel of the village. In case of default, the patel was empowered and required to carry out by paid labour the portion of the work that ought to have been done by the defaulter and to recover the cost as a revenue demand. The obligation of the raiyats for annual maintenance was, however, confined to tanks restored and brought up to standard. In regard to unrestored tanks also, the raiyats were expected to do the necessary minor repairs but no penalty was attached to neglect. In order to ensure the systematic working of the maintenance rules, constant inspection of tanks by the higher Revenue and Public Works Officers was prescribed.

Difficulties experienced.—The system of repairing tanks by means of compulsory communal labour is certainly the only practical method available, but the working of the same is attended with some difficulties. With the decline of the communal spirit in villages, it has become increasingly difficult to get together the villagers to carry out the annual repairs, and in the case of absentee land-lords this difficulty is specially great. Further, the rules do not impose any penalty on a defaulting cultivator, who is merely required to defray the cost of the share of the work which he should have done.

Recent endeavours at improvement.—Endeavours have been made, of late, in two directions to overcome the difficulties of the present *hanchike* system. On the one hand, the raiyats' liability for maintenance has been commuted into an acreage cess in the case of some irrigation works. On the other, an attempt has been made to revive communal spirit by the formation of tank panchayets under the Mysore Tank Panchayet Regulation, 1911, and to make them responsible for enforcing the obligations of cultivators for the maintenance of tanks. Neither of these attempts, however, as will be presently shown, has proved a complete solution of the existing difficulties.

Recent discussions.—Various suggestions have been recently made on the question of tank maintenance by two committees of the Representative Assembly and the subject has been carefully considered by Government in consultation with Revenue and Public Works Officers. The suggestions which have been put forward may be dealt with under three heads:—

1. Levy of an acreage cess and abolition of the system of communal labour.
2. Formation of tank panchayets on a larger scale and in a modified form.
3. Stricter enforcement of the rules regarding the inspection of tanks by Revenue and Public Works Officers.

Levy of an acreage cess.—Several of the officers consulted are of opinion that it is necessary once for all to relieve the raiyats of their customary obligation for maintenance work and to commute their liability into an acreage cess. This cess, which was first levied in 1896 in the case of Rekalgere Channel in the Chitaldrug District and since extended to some 20 other irrigation works, rests on a contrac-

tual, not statutory basis. It can only be imposed where the raiyats have voluntarily agreed, by executing mutchalikas, to pay the cess instead of contributing labour, and cannot, at present, be compulsorily levied. Further, the system has not proved very successful in the few cases in which it has been tried. There have been disputes as to liability with regard to work done, and, in some instances, the cess has accumulated without any regular maintenance work being carried out. The accounts, too, of demand, collection and balance of this levy are in confusion. A list of tanks in respect of which acreage cess is levied is given in the appendix,* with the necessary particulars. In cases in which the system has not worked, the cess should be abolished and special estimates prepared and worked out by the Public Works Department, for all necessary works, meeting the cost from the accumulated balance of the cess. The system, therefore, cannot be indefinitely extended, since no Government establishment, however large, can attend to the petty annual repairs and maintenance of all the tanks in the State, which exceed 26,000 in number. The task would be too large in the aggregate and too minute in detail, for any department to undertake with success.

It has long been recognised that the best practicable means of maintaining tanks in good order is by entrusting their management to the raiyats of the village, who are the natural guardians and immediate beneficiaries of the works. Government are not prepared to relieve cultivating raiyats of their responsibility in this respect and cannot undertake to introduce the system of acreage cess, as a general rule, under all irrigation works. The levy of the cess must remain, as at present, an exceptional measure, intended to meet cases where, owing to the large number of absentee land-lords, difficulty of executing repairs, scarcity of population, or other similar causes, communal labour cannot be readily obtained; and even in such cases, the cess should cover special establishment charges, for supervision and prompt execution of works.

While adhering to the view that the present system of tank maintenance by raiyats is the only feasible arrangement, though not an ideal one, Government are prepared to modify the rules with a view to give an added inducement to the raiyats to maintain their tanks in good repair, and, at the same time, to provide slightly deterrent penalties for neglect. With this view, they are pleased to lay down as follows:—

(1) A money value of the annual work of repair and maintenance of each tank will be estimated by the Public Works Department; and for a period of three years Government will pay a contribution of 50 per cent of the total by way of remission of the irrigation cess leviable from the lands under the tank, if the Deputy Commissioner or Assistant Commissioner is satisfied that the works have been properly executed.

(2) Where a raiyat fails to perform his share of work *twice*

* Omitted here.

the cost of executing it may be recovered from him as an arrear of land revenue.

Tank Panchayets.—The scheme of Tank Panchayets has been applied so far in the case of 76 irrigation works. Considering that the Tank Panchayet Regulation was passed in 1911, and the rules thereunder were framed in 1914, the progress achieved so far must be pronounced inadequate. This must, to some extent, be attributed to the complicated procedure prescribed by the Regulation and the Rules for the formation of Panchayets. Government are disposed to agree with the view urged by the Committee of the Representative Assembly as modified by the Revenue Commissioner that, where a Village Improvement Committee is already in existence, it should be entrusted with the duty of looking after the village tank provided that the majority of the occupants of the lands under the tank agree to have such Village Committee invested with the powers of a Tank Panchayet and that in other cases either separate panchayet may be constituted under the Tank Panchayet Regulation for looking after the work, or the patel allowed to continue to do so as hitherto. As an incentive to attend to its duties assiduously, one-half of the irrigation cess raised under a tank will for a period of three years be made over to the panchayet every year as a grant, if the Deputy Commissioner or Assistant Commissioner is satisfied after inspection that the tank has been maintained in a satisfactory condition.

Inspection of Tanks.—Whether the maintenance work is carried out under the supervision of the patel under the Maintenance Rules or by a panchayet under the Panchayet Regulation, it is essential that the higher revenue officers should exercise strict vigilance and that the system of inspection prescribed in the rules should be rigorously carried out. These rules provide.—

(1) that the Amildar or a responsible officer deputed by him should inspect each tank between the months of October and January and note the results of the inspection in the Tank Register ;

(2) that a second inspection should be held before the end of April to see that all repairs are completed ;

(3) that Assistant Commissioners and Deputy Commissioners should frequently inspect the tanks in their respective jurisdictions according to a definite programme previously drawn up for the purpose ; and

(4) that all the major tanks should be inspected periodically by Executive Engineers and a report submitted in a prescribed form.

It is necessary, as pointed out by the committee of the Representative Assembly that an annual record should be kept of the tanks inspected, defects noticed and the action taken to rectify the same. The Revenue Commissioner will be requested to issue the necessary standing orders and prescribe proper registers in all taluks in a suitable form, to ensure the maintenance of such annual record.

The changes which will be brought into effect as described in the foregoing paragraphs are summarised as follows :—

(1) The present system of tank maintenance by raiyats is the only feasible arrangement, though not an ideal one, but in order to

better enforce their obligations, a penalty of twice the actual cost of execution may be recovered from any raiyat who fails to perform his share of work. Necessary legislation may be undertaken to modify the Tank Maintenance Rules accordingly.

(2) The levy of acreage cess must remain, as at present, an exceptional measure intended to meet special cases and cannot be applied generally in respect of all tanks, but in cases in which the system has not worked, the cess should be abolished and special estimates prepared and worked out by the Public Works Department, for all necessary works, meeting cost from the accumulated balance of the cess.

(3) As an inducement to the raiyats to maintain their tanks in good repair, Government will for a period of three years pay a contribution of 50 per cent of the total money value of the annual work of repairs and maintenance of a tank, by way of remission of the irrigation cess leviable from the lands under the tank, if the Deputy Commissioner or Assistant Commissioner is satisfied that the works have been properly executed.

(4) Where a Village Improvement Committee is already in existence, it should be entrusted with the duties of looking after the village tank. In other cases, the formation of a Tank Panchayet may be left to the discretion of the District Officer, and, as an incentive to attend to its duties assiduously, one-half of the irrigation cess raised under a tank may be made over to the panchayet if the Deputy Commissioner or Assistant Commissioner is satisfied about its work in regard to maintenance.

(5) A stricter observance of the rules regarding inspection of tanks should be insisted upon. An annual record should be kept of the tanks inspected, defects noticed and the action taken to rectify the same.

The scheme, as sanctioned above, will be tried tentatively for a period of three years.

G. O. No. R. 5135-46—L. R. 493-16-22, dated 3rd November 1919.

Revenue Department.

AUTHORITY TO PROMOTE AND TRANSFER TALUK SHERISTADARS.

The question having been raised in February 1919, the Revenue Commissioner (Mr. K. R. Srinivasiengar) considered that the appointment of 3rd grade Taluk Sheristadars by the Deputy Commissioners and 1st and 2nd grade Sheristadars by the Revenue Commissioner would necessarily lead to complications and that the existing practice of appointing and transferring Taluk Sheristadars of all grades might be continued to be left in the hands of the Revenue Commissioner, as these officers may sometimes have to be transferred from one district to another in the interests of public service which the Deputy Commissioner is not competent to do himself. Government agree in the above view.

G. O. No. R. 5310-8—L. R. 192-19-2, dated 7th November 1919.

Repopulation of Bechirak Hosahalli Village.

GRANT OF CONCESSIONS.

The Revenue Commissioner reports that about 100 persons belonging to various communities have now come forward to build houses and settle down in Hosahalli village which became depopulated several years ago, and that the idea of reviving the village being well-conceived it is desirable to afford facilities to intending settlers in view of the large extent of land not availed of for cultivation. He accordingly recommends sanction to the following proposals of the Deputy Commissioner :—

1. To add on to Hosahalli village 646 acres, 13 guntas comprised in Government Hulbanni Kharab lands—Survey Nos. 62, 63, 66 and 67 of Rangavvanahalli and Survey Nos. 136 and 140 of Doddavullarthi villages, so as to provide an adequate extent of land for wet and dry cultivation by the settlers.

2. Grant of wet lands at an upset price of Rs. 5 per acre on Shraya tenure for two years, half and full assessment being charged in the 1st and 2nd year respectively.

3. Grant of dry lands on payment of only the malki thereon and on Shraya tenure for four years, one-fourth, one-half and three-fourths assessment being charged during the 1st, 2nd and 3rd years respectively and full assessment from the fourth year.

4. Free grant of building materials from the Neralgunta Amrut Mahal Kaval.

5. Free grant of building sites.

6. Sinking of a drinking water well at the cost of Government.

7. Repairing the Ranikere channel running through the village

8. Repairing the breached katte near the village, one-third of the cost of the repairs being recovered from the raiyats.

Of the above proposals, the recommendation for making available the lands of Rangavvanahalli and Doddavullarthi referred to for the purpose of grant to the settlers is approved but the proposal to add the said lands to Hosahalli village itself does not commend itself to Government as it is likely to affect the potgi amounts of the patels and shanbhogs of the villages concerned and as it is immaterial to the settlers to what village the lands belong so long as they get the lands and the concessions asked for.

The other recommendations of the Revenue Commissioner are also sanctioned, subject to the following modifications and conditions :—

- (a) In case there are two or more applicants for the same survey number the same should be disposed of by auction.

- (b) The grant of building materials free of cost may be made from a District Forest, in case the Amrut Mahal Superintendent has any objection to removal of the same from the Neeralgunta Kaval.

- (c) The Ranikere channel is to be repaired as soon as all the lands under it are taken up.

- (d) The entire cost of repairing the breached katte should be met by the villagers themselves.

The President of the District Board is requested to take needful action to provide a drinking water well at the cost of District Funds after a fairly good number of families settle themselves in the new village.

Government direct that in disposing of the lands, care must be taken by the local authorities to see that only local *bona fide* cultivators get the lands and not speculators and that preference should be given to landless classes in the proposed settlement.

It is also reported by the Deputy Commissioner that the new village is proposed to be called by the name of "Visveswarapura" and this proposal is also approved.

G. O. No. R. 6263-7—L. R. 198-19-2, dated 26th November 1919.

Civil Veterinary Department.

ANNUAL REVIEW FOR 1918-19.

Eight hospitals and eight dispensaries were working during the year. Four new dispensaries sanctioned for Doddballapur, Chintamani, Hunsur and Channagiri could not be opened for want of suitable accommodation and paucity of qualified hands for the charge of these institutions. This is much to be regretted. It is hoped that every effort will be made to open these dispensaries at as early a date as possible.

On account of the unfavourable seasonal conditions, and scarcity of fodder, Rinderpest broke out in the Mysore, Tumkur and Kolar Districts in the year under report, but assumed a virulent form only in the last mentioned district. The total number of cattle inoculated was 25,486 as against 28,041 during the previous year.

The total number of animals treated was 78,416 as against 80,285, during the previous year. Considering that four more dispensaries were working during the year as compared with the previous year, the work turned out during the year under report cannot be considered adequate.

With a view to attract qualified men required for the Department, Government have in their Order No. R. 7392-3—R. M. 16-18-4, dated 17th December 1918, directed that Assistant Veterinary Inspectors of the I and II grades may on the recommendation of the Revenue Commissioner be entertained on the maximum salaries fixed for the said grades. A charge allowance of Rs. 10 per mensem has also been sanctioned to the Assistant Veterinary Inspectors in charge of Veterinary Hospitals and Dispensaries.

Six scholarships of the value of Rs. 25 per mensem are at present being granted for the study of Veterinary Science and the proposal to increase the value of the scholarships is under consideration of Government.

G. O. No. R. 6601-9—R. M. 30-19-2, dated 5th December 1919.

Taluk Offices.

MEASURES FOR IMPROVEMENT OF WORK.

On a careful consideration of the Committee's recommendations and the Revenue Commissioner's views, Government are pleased to pass the following orders:—

I. Organization and distribution of work.

Government approve of the Taluk Office being divided into three branches as follows:—

- (a) The Treasury and Records under the direct supervision of the Taluk Sheristadar.
- (b) The Revenue Branch under the supervision of the Head Gumasta.
- (c) The Miscellaneous Branch under the supervision of the Head Munshi.

A list should be maintained as required by the General Rules of Office Procedure, showing the distribution of work among the officials.

Government agree in the opinion of the Revenue Commissioner that it is not practicable to relieve the Head Gumasta and Head Munshi of all original case-work as proposed by the Committee.

With regard to the Committee's proposal to give the Taluk Sheristadars some definite disciplinary control over the Taluk staff, subject to appeal to the Amildar in case of punishment, Government accept the Revenue Commissioner's view that it is undesirable to give any power to the Sheristadar to punish the Taluk officials as the Amildar is the head of the office and is responsible for its efficient working and the maintenance of proper discipline. The Taluk Sheristadar may exercise general control over the whole office, bringing to the notice of the Amildar flagrant cases of delay in the disposal of papers by any of the officials or other irregularity on their part.

The duties and responsibilities of the Taluk Sheristadar have been specifically laid down in the Taluk Manual, which should be strictly enforced.

II. Recruitment, training, transfer, etc., of officials.

Government accept the recommendation of the Committee with the modification suggested by the Revenue Commissioner that no one should ordinarily be appointed a Taluk Sheristadar unless he has worked as Shekdar or Head Gumasta for at least a year.

As observed by the Revenue Commissioner, Government consider it unnecessary to organize separate classes for the training of Taluk Gumastas and Munshis, the office itself being the best training ground.

The Revenue Commissioner's suggestion to appoint one or two probationary clerks in each Taluk Office, does not also commend itself to Government as no good is likely to result thereby.

Government approve of the Revenue Commissioner's proposal

that frequent transfers of officials should be avoided and direct that no official should ordinarily be transferred from his station unless he has been there for three years, and that no change should be effected in the duties of an official for a period of at least two years.

III. Maintenance of correspondence and other registers.

Government accept the following recommendations of the Committee, which have been concurred in by the Revenue Commissioner generally, except that he is not in favour of the introduction of the Disposal Number System :—

- (a) The opening of one current register for each hobli for registering correspondence and one general current register for the whole office for registering all papers of a general nature, circulars, etc., in place of the existing "From" and "To" registers. The new registers may be first tried in some of the taluks to be selected by the Revenue Commissioner. The result may be reported to Government at the end of a year, when the question of extending the new system to other taluks will be considered.
- (b) Abolition of the "Amad" register.
- (c) An abstract of the 'receipt' need only be entered in the register instead of a verbatim reproduction.
- (d) All special correspondence should go into special registers.
- (e) Certain registers should be maintained for furnishing standing information.
- (f) Registers should be maintained for incorporating all information that has to go into the periodical returns or reports.
- (g) Definite instructions may be laid down as to the mode of arrangement of papers in a file of correspondence.
- (h) A form may be prescribed for the Pherist with instructions thereon for filling it up.
- (i) The form of Tappal book should contain a column to show the progressive total of issues from day to day.
- (j) Each Shekdar need maintain only a current register.
- (k) The registers which should be maintained in the Taluk Offices will be those described in Part II of the Taluk Manual, which has been approved in Government Order No. R. 14476-85—R. M. 21-18-7, dated 13th May 1919.

The Revenue Commissioner is requested to take the necessary action to give effect to the order and issue further needful instructions in the matter.

G. O. No. R. 7201-9—L. R. 155-19-2, dated 22nd December 1919.

REVENUE SURVEY.

Revenue Survey Department.

ANNUAL REVIEW FOR 1918-19.

This is the first report of the working of the department framed for the official year ending with June, submitted in accordance with para 9 of Government Order No. R. 13532-5—L. S. 29-18-2, dated 24th April 1919, the previous reports being for the survey year ending with October. The present report consequently overlaps the previous one in respect of the work done during the four months from 1st July to 31st October 1918.

Towards the close of the year under report, the re-organization of the department at an aggregate cost of Rs. 1,45,000 on the subordinate staff, was sanctioned by Government in their Order No. R. 15688-89—L. S. 6-13-11, dated 6th June 1919, and proposals for giving effect to the same are now under the consideration of Government.

Re-survey.—Owing to the prevalence of Influenza throughout the State, the commencement of the Field Work had to be put off till the 1st December 1918, *i.e.*, for 15 days beyond the usual date. Five measuring establishments were at work as against four in the previous year. In addition to the detail survey of one Inam village in the Malvalli Taluk and measurement for miscellaneous sub-division work in 119 villages, re-survey of 80,085 fields measuring 6,64,217 acres in 747 villages distributed over an area of 1,038 miles was completed during the year as against 56,990 fields measuring 720,384 acres in 745 villages distributed over an area of 1,126 miles, during the previous year. The number of fields dealt within the year under review was more than that in the previous year, but there was a large decrease in the area (56,167 acres) resurveyed.

Boundary inspection.—The number of bandhs and stones missing was 43,131 and 101,331 respectively as against 46,889 and 52,698 in the previous year. The replacement of the missing boundary marks entailed much additional work on the Field Establishment and a large number of working days was devoted to extra work on this account. It is a matter for regret that the Deputy Commissioners of Districts have not, in spite of repeated observations of Government, from year to year, taken steps for the efficient inspection and maintenance of boundary marks, according to the rules laid down in Government Order No. R. 3971-81—L. R. 399-14-8, dated 2nd November 1916.

Classification.—Only one classing establishment worked during the year as against two in the previous year. Original classification was effected in respect of 590 fields with an area of 2,299 acres in nine

Inam villages as against 315 fields with an area of 1,572 acres in two Inam villages during the previous year. Reclassification of 36,813 fields with an area of 131,656 acres in 749 villages was carried out during the year as against 44,511 fields over an area of 104,376 acres in 987 villages during the previous year. The Survey Superintendent reports that the decrease in the reclassification work is due to the reduction of one establishment during the year. As a large number of re-surveyed taluks is awaiting reclassification, Government consider that the increase in the number of measuring establishments should not have been effected by the abolition of a classing establishment.

Resettlement.—Revised rates were introduced during the year in the Nelamangala and Chiknayakanhalli Taluks, resulting in an increase of Rs. 9,747 or 8.25 per cent and Rs. 7,201 or 6.28 per cent, respectively, over the original collections. Proposals for the revision settlement of the Magadi and Goribidnur Taluks were received during the year and are before Government. In their Order No. R. 603-53—L. S. 7-18-5, dated 11th July 1919, Government have directed that the general principles of resettlement in a taluk should in future be notified in each of the villages concerned, so as to enable the raiyats to prefer beforehand, any reasonable objections they may have in the matter. The question of taking necessary measures for reducing the heavy arrears of resettlement work in the State has recently been referred to a Special Committee and their recommendations are awaited.

The net expenditure of the department for the year 1918-19 was Rs. 1,84,750 as against Rs. 1,70,643 or about Rs. 14,100 more than in the previous year, the increase being mainly due to the temporary promotions and allowances granted to certain officials of the Department during the year. The average cost per acre dealt with by the department during the year was Re. 0-3-10 as against Re. 0-3-5 in the past year, the increase being apparently due to the decrease in the total outturn of resurvey work.

G. O. No. R. 5770-9—L. S. 20-19-3, dated 18th November 1919.

Re-settlement of Taluks.

REVISED PROCEDURE.

The following procedure will be observed in connection with the resettlement of the taluks to be effected in future :—

- (a) As soon as the proposals for the resettlement of a taluk are ready, the Survey Superintendent will forward a notification in Kannada in the approved form to the Deputy Commissioner of the District or Districts in which the taluk or any part of it is situated.
- (b) The Deputy Commissioner on receiving the notification, will cause it to be published without delay by pasting the same in the *chavadi* or other conspicuous place in the

village, copies thereof being also kept in the taluk offices concerned for public reference.

- (c) All objections preferred by individual raiyats or by a body of raiyats holding lands under one common source of irrigation or under the same group within the period mentioned in the notification will be received by the Deputy Commissioner who will forward them with his opinion to the Survey Superintendent through the Revenue Commissioner. The Survey Superintendent will then submit the same for the orders of Government with his final remarks on the said objections.

G. O. No. R. 5791-800—L. S. 7-18-11, dated 18th November 1919.

INAM.

Inam Department.

ADMINISTRATION REPORT FOR 1918-19.

During the year, five land inams comprising an extent of 16 acres and 33 guntas assessed at Rs. 16-5-8 were newly confirmed with a combined quit rent of Rs. 4.

Two whole inam villages and 32 minor land inams in circular villages were resumed to Government and struck off the Inam Registers during the year under report, on account of which, the inam revenue was reduced by Rs. 78-15-0; while there was a corresponding increase of Rs. 781-6-10 under land revenue in the shape of assessment.

One whole inam village and 25 minor inams were revised during the year under report. The net result of the revision was that the combined quit rent was reduced by Rs. 2.

The number of quit rent Registers prepared during the year was 25 for confirmed cases and 170 for resumed and struck off cases. Besides these 250 supplemental quit rent Registers and correction statements were prepared and issued during the year on the basis of Purvani Tarow Patriks, Government Orders, etc.

During the year under report, 34 final title-deeds for minor Inams in Government villages were issued.

Out of the 22 taluks into which the revision survey settlement had been introduced up to the end of the year 1914-15, the revised final quit rent registers of one taluk (Late Koratagere now portion of Tumkur) was compared with the jodidar patriks, differences were investigated and necessary alterations effected in the quit-rent registers. This work was completed in all the taluks, except the Bangalore Taluk and a portion of the Tumkur Taluk, besides the above, the final quit-rent registers of the late Nelamangala and Chiknayakanhalli Taluks were overhauled and brought up to date when the revision survey settlements were conducted in the taluks in the course of the year.

The amount of correspondence both English and Vernacular was 1,763 as against 2,034 in the year previous. The searching for old records required for reference by private parties and by various Government Departments, as usual, took up much time and labour.

There was a decrease of Rs. 76-15-0 in Inam Revenue in the year as follows:—

	Rs.	a.	p.
Quit-rent on newly confirmed inams	4	0	0
Deduct on account of resumption	78	15	0
Do revision	2	0	0
Total	80	15	0
Net Decrease	76	15	0

The cost of the department for the year was 3,964-2-8 as against Rs. 3,487-5-5 in the year previous. The total cost of the department from 1868 up to the end of the year under report, was Rs. 12,07,966-8-1 and the total annual recurring revenue is Rs. 2,69,257-12-7.

G. O. No. R. 3580—L. R. 195-19-2, dated 12th September 1919.

LEGISLATIVE.

The Mysore Legislative Council.

PUBLICATION OF PROCEEDINGS IN PART III OF THE GAZETTE.

Government are pleased to direct that in future the proceedings of the Mysore Legislative Council should be published in Part III of the *Mysore Gazette* in English within a fortnight from the last day of the sittings of each session, and in Kannada within a month of such date.

G. O. No. G. 14413-14—Legis. 31-19-1, dated 23rd December 1919.

JUDICIAL.

Recruitment of Magistrates.

REVISED RULES.

The general question of laying down definite rules for the recruitment of magistrates under the separation scheme has engaged the attention of Government for some time past. Government are pleased to direct that appointments to the magistracy be made from among Assistant Commissioners, Sub-Judges, Munsiffs, Amildars, other services and members of the Bar in the manner laid down in detail in this order. Government also direct that for purposes of gradation of pay, the designation of the magistracy be changed to magistrates 1st grade and 2nd grade. The terms magistrates, 1st class, and magistrates, 2nd class, will be used only with reference to the powers conferred on them under the Criminal Procedure Code. It is the intention of Government to invest magistrates of the 2nd grade also with first class powers wherever such a course is desirable in public interests.

The 11 places of first grade magistrates will be recruited from the said services in the proportion noted below :—

Senior Assistant Commissioners	...	...	4
Subordinate Judges	...	...	3
Bar	...	...	2

By promotion of Magistrates recruited from the
Amildari and other services ... 2

The number of second grade magistrates will be distributed as follows :—

Assistant Commissioners	...	...	6
Munsiffs	...	...	4
Amildari and other services	...	...	4
Bar	...	...	5

Until the scheme is fully introduced, the recruitment from the several services will be at the discretion of Government.

The pay of the magistracy will be fixed as follows :—

(i) In the case of Assistant Commissioners selected for the magistracy they will draw their grade pay as Assistant Commissioners. Ordinarily Senior Assistant Commissioners will be posted as first grade magistrates and Assistant Commissioners of junior rank as second grade magistrates.

(ii) In the case of judicial officers selected from among Sub-Judges or Munsiffs, they will also draw their grade pay.

(iii) Amildars and officers selected from other services and the Bar will be put in the grade Rs. 150-200-50-3—400 as 2nd grade magistrates.

(iv) The pay of the first grade magistrates who are not Assistant Commissioners or Sub-Judges, will be Rs. 500—50-2—600.

Assistant Commissioners, Sub-Judges and Munsiffs will be liable to be posted as magistrates, first and second grade, as the case may be, and members of the Bar directly recruited as 2nd and 1st grade magistrates will be eligible to be transferred for civil judicial work as Munsiffs and Sub-Judges respectively. In order to provide the requisite number of officers for employment as magistrates, the cadres of Assistant Commissioners, Sub-Judges and Munsiffs will be increased by the number of appointments allotted to them in the magistracy under paragraph 1 above, *viz.*—

Senior Assistant Commissioners	...	...	4
Assistant Commissioners	...	...	6
Sub-Judges	...	...	3
Munsiffs	...	...	4

Magistrates recruited from the Amildari and other services will not be eligible for transfer to the civil judicial service as Munsiffs or Sub-Judges or to the general line as Assistant Commissioners, etc.

In making appointments to the magistracy from the Bar, the claims of Public Prosecutors who have rendered official service will receive special consideration. In other cases selection will be confined to lawyers who have had at least 3 years' practice at the Bar.

The other services in addition to the Amildari from which selection will be made to the magistracy will be defined by Government from time to time. For the present, police inspectors and officials of the Secretariat and other officers, who have taken a degree in law will be eligible for selection.

G. O. No. G. 11053-63—Cts. 247-18-1, dated 17th November 1919.

MILITARY.

Amrut Mahal Department.

REVIEW ON THE REPORT FOR 1918-19.

Though the year under report was characterised by adverse seasonal conditions, the number of deaths from infectious diseases (150) was less than during the previous year (197).

The number of births was particularly low this year (1,234) against 1,487 in the previous year. Three major factors are reported to have been responsible for the low birth-rate:—

(1) Under-feeding of the Amrut Mahal cows due to adverse seasonal conditions. In order to provide against such contingencies in future, Government have sanctioned a sum of Rs. 3,000 for 1919-20 for growing exotic fodder grasses in some of the kavals as an experimental measure.

(2) Inbreeding that has been carried on for a series of years in all the herds. Arrangements are now reported to have been made to supply every herd with good bulls taken from a different herd.

(3) Old and useless cows are not systematically weeded out from the herds. It is proposed to dispose of such cows by sale during the year 1919-20, if the seasonal conditions improve.

Two hundred and nine bullocks were sold during the year and the average price realised per bullock was Rs. 112-14-11 against 456 bullocks and Rs. 78-8-3 respectively during 1917-18.

The aggregate strength of the several herds increased from 8,348 to 8,591 during the year.

The demand under all heads during the year amounted to Rs. 51,612-1-2 out of which Rs. 48,398-6-5 was recovered.

The Superintendent is requested to give fuller details about the condition of the flock of Australian sheep in future reports.

G. O. No. G. 9912—Mily. 163-19-3, dated 6th November 1919.

Military Forces.

REVIEW ON THE REPORT FOR 1918-19.

The expenditure under all branches of the Military Service amounted to Rs. 18,06,551 as against Rs. 15,04,081 in the previous year, the increase being chiefly under Imperial Service Transport Corps, Headquarter Establishment, Military Works and other miscellaneous items.

The Imperial Service Troops were on active service throughout the year. Just before the conclusion of the Armistice the Imperial Service Lancers took an active part in the action against Aleppo, and the Imperial Service Transport Corps was selected as part of the machinery of demobilisation.

The strength of the combatants and followers of the Imperial Service Regiment in the Field was 624 and 143 as against 568 and 145, in the previous year. The number that came back invalided from the Field during the year was 118, while the number sent to the Field was 215 (2 officers, 187 combatants and 26 followers).

Resaldar Hayathulla Khan of the Imperial Service Lancers and Division Commander Gulam Murtuza Beig of the Imperial Service Transport Corps from the Department, and Resaldar B. P. Krishne Urs, and Nasir Ahmed from the Field were detailed to proceed to England to represent the Mysore State on the occasion of the Peace Celebration in London.

His Highness the Maharaja was pleased to award Distinguished War Service Medals to,

Resaldar Hanumantha Rao Power Bahadur	3rd class
Captain A. T. Thyagaraj	2nd „
Division Commandar Gulam Murtuza Beig and Subedar Heera Singh	3rd „
Jamedar Krishna Rao, Kadam Duffedar Keroji Keserkar	4th „

Distinguished War Service Medals of the 2nd class were awarded also to Resaldar B. P. Krishne Urs and Abdul Guffar in lieu of the 3rd class ones held by them.

Government are pleased to note also the several distinctions gained by their Military Officers for their gallant service on the Field—Resaldar B. P. Krishne Urs secured the Military Cross, the late Captain Mr. Mohiuddin gained the Order of British India (1st Class) with the title of “Sirdar Bahadur,” 2 Jamedars Mir Turab Ali and Abdul Gaffer secured the Indian Order of Merit, 19 others gained medals and 8 were mentioned in despatches.

Special efforts were made in the latter part of 1917-18 and from July to November 1918, to enlist recruits sufficient to supply the requirements of the Mysore Troops and also to supplement the efforts of the British Indian recruiting authorities. Four thousand four hundred and three recruits were secured, of whom 1,389 were rejected after medical examination, 1,127 enlisted in the Mysore Army and 1887 in the British Indian Army. In the order of the 21st July 1919, Government have reviewed the recruitment operations in detail and recorded their appreciation of the services rendered by the Central and District Recruitment Committees and by Mr. Bowring as Director of recruitment. They desire also to acknowledge the services rendered in this connection, by the Honorary Secretaries of the Central Recruitment Committee, Messrs. T. E. Jeyarama Iyer and R. Puttanna, on whom devolved from the very beginning a large amount of work connected with organisation and correspondence. In recognition of his services in this direction, Mr. Puttanna has been awarded also a Recruitment Badge by the Government of India.

At the close of the year Colonel J. Desaraj Urs, C.I.E., M.V.O., retired from service and Major (now Lieutenant Colonel) B. Chamaraj Urs, Sirdar Bahadur, succeeded him. In their Order No. 7-8—C. B. 87-18-9, dated 1st July 1919, Government have already reviewed Colonel Desaraj Urs' distinguished career, placed on record their high appreciation of the valuable services rendered by him to the Mysore State and its Army. The report under review affords additional evidence of his untiring energy and devotion and Government take this opportunity of congratulating him on the distinguished part played by the Mysore Troops during the tenure of his command.

G. O. No. G. 12400—Mily. 158-19-3, dated 26th November 1919.

Wounded Soldiers.

FACILITIES FOR THEIR TREATMENT IN STATE HOSPITALS.

Government direct (1) that the wounded soldiers of the Mysore Regiments whose wounds reappear be admitted as in-patients and given free treatment at the hospitals at Bangalore or Mysore or at the District Hospitals, if preferred by the patient, and (2) that the patient, and an attendant should be given the actual charges of transit by road and rail from his town or village to the hospital selected both for the forward and return journey.

The Chief Commandant is requested to furnish lists of wounded soldiers with their addresses, etc., to the Deputy Commissioners of Districts concerned, and to the Senior Surgeon.

The Deputy Commissioners are requested to issue needful instructions to their subordinate officers for giving wide publicity to this order and for rendering prompt assistance to applicants for relief. The amount required for the despatch of a patient may be drawn from the local Treasury on presentation of a bill as in the case of patients sent to Pasteur Institute, Coonor, by the Deputy Commissioner, Sub-Division Officer or the Amildar.

The Senior Surgeon is requested to instruct all officers in charge of hospitals and dispensaries to attend promptly to wounded soldiers who apply for assistance and to provide them with the necessary dressings and medicines required during the journey to the selected hospital for treatment.

G. O. No. [G. 14436-48—Mily. 159-19-2, dated 23rd December 1919.

POLICE.

Assistant Superintendents of Police.

The Inspector-General of Police has submitted the following proposals for the orders of Government :—

1. To remove the Prosecuting Inspectors, Training School Inspectors and a few other officers from the general cadre of Inspectors and place them in a separate cadre of non-executive officers.

2. To retain the old class of Jamedars which had been ordered to be gradually abolished in the Government Order of May 1918 and place in this class, the 22 Sub-Inspectors attached to the marginally noted offices.

Bangalore District Reserve	3
Kolar	2
Tumkur	2
Mysore	2
French Rocks	2
Hassan	2
Shimoga	3
Kadur	2
Chitaldrug	2
Chief Office	1
Railways	1
Total	22

3. To create four appointments of Assistant Superintendents of Police on a pay of Rs. 200 each to be placed in charge of the marginally noted Sub-Divisions with a view to afford relief to the Superintendents of the heavier districts and also to provide an opening to capable and deserving officers among Inspectors, to rise to the gazetted ranks of the service.

With regard to the first of the proposals, Government are not convinced of the necessity for placing the officers referred to therein in a separate cadre and accordingly direct that the present arrangement of having all the Inspectors placed in the same cadre be continued.

As regards the second proposal, it is represented that on account of the disparity between the pay of the 1st grade daffedar on Rs. 18 and that of the last grade Sub-Inspector on Rs. 40, some practical difficulty is experienced in promoting or reducing these officers from one grade to the other and that it is therefore necessary to have an intermediate grade between these two appointments. Hence, it is proposed to retain the grade of Jamedar which had been ordered to be replaced by Sub-Inspectors in the Government Order above referred to, and to transfer to this grade from that of the Sub-Inspectors the 22 appointments referred to above, the incumbents of which are chiefly employed on ministerial work.

Government accept the recommendation of the Inspector-General of Police and are pleased to direct that the grade of Jamedar be retained and that the 22 officers above referred to, who are attached to the District Reserve and other offices be placed in that grade, their pay being fixed at Rs. 25 per mensem.

In respect of the third proposal, it is urged by the Inspector-General of Police that the administration of the City Police demands close attention and that the appointment of an officer of the grade of an Assistant Superintendent of Police, for the charge of the Bangalore City is a measure of urgent necessity and importance, that the Districts of Shimoga, Kolar and Chitaldrug are too large to be efficiently administered by the District Superintendents of Police and that it is desirable to have an Assistant Superintendent for each of these places to afford relief to the Superintendents so as to enable them to exercise better and more effective supervision over the investigation of crime in the districts. It is also urged that the creation of these appointments will provide an opening for the officers of the Department who have specially distinguished themselves by good and honest work to the Gazetted ranks of the service.

Government agree with the Inspector-General of Police and are accordingly pleased to sanction the appointment of four Assistant Superintendents of Police on a salary of Rs. 200 per mensem for the charge of the marginally noted places. The appointments of four Inspectors of the 1st and 2nd classes on Rs. 200, and Rs. 175, per mensem, respectively, will be abolished and in their place, four Inspectors will be added in the lower classes as follows: one of Rs. 60, two on Rs. 70 each and one on Rs. 80.

The Assistant Superintendents will be subordinate to the Superintendents of Police and will be subject to their general powers of supervision. They will submit their diaries through them to the Deputy Commissioner and the Inspector-General of Police. They will personally supervise the investigation of all heinous cases in their charges and pay systematic attention to minor crime. Subject to the general control of the Superintendent of Police, they will discharge all the functions of the Superintendent of Police. They will have full disciplinary powers, including powers of appointment and dismissal, over the constables in the taluks under their charge. Proposals in respect of all higher appointments will be submitted by them for the orders of the Superintendent of Police.

G. O. No. G. 202-211—Pol. 163-18-2, dated 4th October 1919.

Police Training School.

DEPUTATION OF MEN IN SERVICE.

The rules relating to the Police Training School contained in pp. (1-6) of Appendix I of Vol. II of the Police Manual do not provide for the payment of salary to substitutes appointed in place of those deputed to the Police School for training. The several Government Orders issued from time to time on the subject do not also definitely lay down the exact number of Officers and officials to be deputed to the Training School every year or the salary to be paid to substitutes appointed in the place of the persons so deputed. Government are accordingly pleased to issue, in supersession of all existing orders, the following rules for regulating the deputation of men in service to the Training School :—

(i) Police officers in the executive line, *viz.*, Constables, Duffedars and Jamedars deputed to the Police School for training will get their full pay during their stay in the school. No substitutes should be appointed in the place of constables deputed for training. In the case of Duffedars, a charge allowance of Rs. 3 per mensem may be given to the constables appointed to act in their place. As regards Jamedars, acting arrangements may be made at a cost not exceeding Rs. 20 per mensem in each case.

(ii) The number of Duffedars and Jamedars deputed for training in the Police School should not exceed 20 at any time.

(iii) Head Munshis and other officials who wish to attend the Police Training School may be granted such leave as they may be entitled to under the Mysore Service Regulations, and admitted into the school as private recruits. During the period of their training they will not be allowed to draw any more than the leave allowance to which they may be entitled under the Mysore Service Regulations.

G. O. No. G. 9750-60-- Pol. 63-18-9, dated 3rd November 1919.

Insignia.

THEIR USE BY PRIVATE PERSONS.

The grant of permission to the use of insignia by private persons other than the Matadhipathies has been under the consideration of Government for some time past and after careful review of the question in all its aspects they are pleased to pass the following orders.

The honours now in use in the State fall under two classes as shown below :—

ROYAL HONOURS.

Addapalki.	Moharchal.
Panchakalasa.	Aftagiri.
Panchakalasada Sweta Chatri.	Surepana.
Hagal Deevatige.	Ambari on elephant.
Makara Thorana.	Navabath.
Dhavala Sankha.	

SPECIAL HONOURS.

Simhalalatada Palki.	Sweta Chattri.
Nisani on elephant.	Bhuchakrada Kode.
Nisani on camel.	Green Chattri.
Nagari on elephant.	Pancharangi Chattri.
Nagari on camel.	Barajari Chattri.
Danka on horse.	Surya Vadya.
Yellow Nishani.	Chandra Vadya.
Green Nishani.	Chowri.
Kavi Nishani.	Chamara.

The royal honours are by immemorial custom specially reserved for the use of royalty and a display of the same by any one except under the special sanction of the Sovereign is an invasion of the Royal privilege and must not be permitted under any circumstances.

The use of the special honours by private persons should be permitted only after production of satisfactory documentary evidence in proof of specific grant by sovereign authorities or long and uninterrupted usage of 50 years or more. In the case of any such alleged right, the local officers should obtain all the evidence that might be adduced and if, in their opinion, a strong case is made out, submit the records for the orders of Government. The evidence must be sufficiently convincing to prove not only the original grant or continued usage but also that the right was heritable (*i.e.*, not personal), the presumption in all such cases being that the title or honour conferred on a private person is personal only.

As regards all other insignia not specified above magistrates may grant or refuse permission to use them as they think fit, having regard to the usage of the locality and the provisions of the Police Regulation.

G. O. No. G. 11404-14—Pol. 202-14-41, dated 19th November 1919.

PRISONS.

Jails and Lock-ups.

REVIEW ON THE REPORT FOR 1918.

The year opened with 1,039 prisoners of all classes in the Jails and Lock-ups of the State and the admissions during the year numbered 11,089, giving a daily average of 1203·37 against 1164·01 in the previous year. Out of these, 10,872 were discharged, leaving a prison population of 1,256 at the close of the year.

The number of convicts under 15 years of age admitted during the year under review was 68 against 46, 28 and 19, respectively, in the three preceding years and there was also a marked increase in the number of recommittals among juveniles, which is reported to be 11 against 2, 4 and 5 in the three preceding years. Government have noticed with concern this unfortunate rise in the number of juvenile offenders and they trust that satisfactory arrangements have been made for enforcing the provisions of the Jail Manual for the proper training and education of this class of convicts and for preventing their association with other prisoners.

Government are glad to note that the admissions of females, on the other hand, which had risen from 89 in 1905 to 138 and 141 in the two succeeding years decreased to 108 during the year under report and that among these the number with previous conviction also declined to 6 from 15 and 13 in the two preceding years.

The Inspector-General of Prisons has often reported that the number of short term convictions is disproportionately large. This is due to the fact that the provisions of Section 562 of the Criminal Procedure Code for the conditional release of first offenders under certain circumstances are not availed of as largely as may be desired. The attention of Magistrates has already been drawn to this matter in Government Orders Nos. J. 727-39—Pris. 60-16-4, and J. 4991-5004—Pris. 43-17-3, dated 27th August 1917, and 6th June 1918 and Government take this opportunity to impress again upon them the need for a larger use of the discretionary power referred to above in cases in which its application is warranted.

Another matter to which Government regret to have to draw the attention of Magistrates again is the omission referred to by the Inspector-General of Prisons in paragraph 17 of his report to furnish to the Jail Authorities the records of previous conviction when convicts are sent to prison for incarceration. The proper administration of jails depends in many ways upon a correct classification of prisoners into first offenders and habituals, so that reclaimable offenders

may be kept aloof from the demoralizing company of hardened criminals. It is unsatisfactory that the prison authorities should be left to their own resources to ascertain the antecedents of the convict for the purpose of such classification. The immediate responsibility for facilitating this classification rests upon the Magistrates and it is hoped that they will perform their duties in this respect with greater care in future.

The increase in sickness and mortality among prisoners is accounted for by the prevalence of influenza in an epidemic form in the months of October and November 1918. The comparatively small number of deaths from this disease speaks to the vigilant care exercised in this connection by the Medical officers in charge of the Jails and Lock-ups.

Jail offences were on the decrease and the concessions under the remission rules were availed of to a fairly large extent. These facts show that the prisoners were kept under proper discipline and that their conduct was on the whole good. With a view to popularise the remission system the practice of mustering prisoners and explaining to them the benefits of the remission rules should be introduced in the Bangalore and Mysore Jails and its adoption should be strictly enforced, in the case of newly admitted convicts.

As regards religious and moral instruction, which should occupy a leading place in the means employed for the reclamation of criminals, the present arrangements which are the result of private efforts are spasmodic in their nature and are devoid of any method. The Inspector-General of Prisons is requested to make satisfactory arrangements, in consultation with the Inspector-General of Education, for imparting such instruction to the prisoners in a systematic manner.

With regard to the difficulty in securing the proper type of men for employment as warders, Government have lately sanctioned an increased scale of pay to the Warder establishment and they trust that this will attract competent recruits to the Jail service.

The gross expenditure of the year under report, excluding the outlay on buildings and repairs undertaken by the Public Works Department, amounted to Rs. 1,15,350 against Rs. 1,04,264 in the previous year. This increase was due to the high prices of food stuffs and articles of clothing. The net cost of maintenance of convicts was in consequence Rs. 79-6-9 per head against Rs. 75-2-2 in the previous year, the cash earnings of prisoners amounting to Rs. 19,772-6-7 or an average of Rs. 25-6-0 per head against Rs. 20-6-10 in 1917.

The Manufacturing Sections of the Bangalore and Mysore Jails absorbed 300 prisoners and the steady improvement reported in the quantity and quality of the work turned out is noteworthy. Government have had under consideration for some time past the question of developing the Jail industries and have recently sanctioned the deputation of the Superintendent of the Central Jail to certain Jails in the Madras Presidency with a view to improve this branch of the Jail Administration. A special allotment of Rs. 5,000 for the purchase of raw materials and a non-recurring expenditure of Rs. 2,000 and a recurring expenditure of Rs. 100 for tools and plant have also

been sanctioned for improving the industries carried on in the Mysore Jail.

The report discloses a lack of proper appreciation of their duties on the part of visitors of jails, official as well as non-official. The Inspector-General of Prisons is requested to draw the attention of the *ex-officio* visitors to their responsibilities in this matter under Chapter III of the Jail Manual and to take steps to replace such of the non-official visitors as are not able to take an active interest in the duties expected of them, by others sufficiently public-spirited to give due attention to this important work.

The annual report on the administration of Prisons, as it is at present drawn up, does not give sufficient prominence to the working of the Central Jail in Bangalore and the District Jail in Mysore, which is widely different in many respects from that of the ordinary Lock-ups. Government therefore direct that in future this report be divided into three parts— Part I dealing with the two larger Jails, Part II with the Lock-ups and Part III containing observations on the general administration of the Department.

G. O. No. G. 5716-29—Pris. 72-18-4, dated 4th September 1919.

MEDICAL.

Compounders.

RULES TO REGULATE THEIR TRAINING, EMPLOYMENT AND PROMOTION.

Government will from time to time on the recommendation of the Senior Surgeon, according to the requirements of the Medical Department, sanction scholarships not exceeding 24 for men and 4 for women every year, to candidates desirous of qualifying for the post of compounders.

On receipt of such sanction, the Senior Surgeon will cause a notification to be published in the *Mysore Gazette* inviting applications from qualified candidates.

Applications for scholarships should contain information regarding the age of the applicant, caste or nationality, and address in full, and should also be accompanied with the following certificates:—

- (a) A certificate of character signed by the Head Master of the school last attended by the applicant;
- (b) a certificate of physical fitness and vaccination signed by a Medical Graduate of a recognised University;
- (c) a certificate from any officer of the State holding a substantive appointment carrying a pay of not less than Rs. 100 to the effect that the applicant is a Mysorean either by birth or domicile.

Applicants must not be above 25 years of age, and must be literate in English and Kannada. Preference will however be given to passed candidates.

Candidates selected for the award of scholarships will be required to execute a covenant in the form appended to Government Order No. G. 160-1—Med. 65-18-10, dated 3rd July 1919, agreeing, if called upon, to serve in the Mysore Medical Department for a period of at least ten years after obtaining the qualification of compounder or to refund the total cost incurred by Government in training them.

Pupil compounders who have executed the covenant as above will be granted, during the period of their training, a scholarship of Rs. 8 in the case of men and Rs. 10 in the case of women in addition to the cost of books and travelling allowance, at single 3rd class rates, to join first appointment.

Training in the art of compounding will be given at the Medical School, Bangalore, and will extend over a period of one year as shown below:—

	<i>Morning</i>	<i>Evening</i>
Winter or long term (9 months).	Compoundiug and surgical dressing in the Victoria Hospital.	Materia Medical and Pharmacy (with the 1st year Medi- cal Students).
Summer or short term (3 months).	Ambulance for six weeks at the Vic- toria Hospital and vaccination in the Vaccine Institute.	Office work and com- pilation of statis- tics and periodical returns.

Only candidates who have successfully undergone the above course will be eligible for appointment as Compounders in any State or Aided Medical Institution.

Candidates who fail in the final qualifying examination, may be remitted to their studies for a further period of three months, with or without scholarship according to circumstances and with the sanction of the Senior Surgeon, and re-examined at the end of that period.

The pay and prospects of qualified compounders will be as shown below:—

		Rs.
4th class	... 1 to 5 years service	... 15 per mensem
3rd „	... 6 to 10 do	... 18 do
2nd „	... 11 to 15 do	... 21 do
1st „	... over 15 do	... 25 do

They will also get the local or malnad allowances attached to certain institutions or localities.

In addition, women compounders will get a sex allowance of Rs. 5.

The promotion of compounders from one class to another will depend on the report of the District Medical Officer or the Medical Officer of the institution concerned, to the effect that they have kept up their professional knowledge without deterioration and have rendered approved service and been generally of good behaviour.

G. O. No. G. 7653-65—Med. 93-18-8, dated 20th September 1919.

SANITATION.

District Sanitary Officers.

RE-DISTRIBUTION OF CHARGES.

On a reconsideration of the question of the charges of District Sanitary Officers, Government are pleased to direct as follows:—

(1) The arrangement of two districts being placed under the charge of a District Sanitary Officer will be modified and a separate officer appointed for each of the districts except Bangalore and Mysore.

(2) In the Bangalore and Mysore Districts the District Medical Officers who are not in immediate charge of hospitals or wards in the hospitals will be District Sanitary Officers *ex-officio* and will be given a local allowance of Rs. 50 per mensem for the additional work.

(3) The number of officers so far sanctioned will be increased by one so as to leave one officer in Reserve after providing for district charges as above.

(4) The designations of the Health Officers and the District Sanitary Officers will be changed into Health Officers, 1st Class, and Health Officers, 2nd Class, respectively.

G. O. No. G. 10633-43—San. 73-17 8, dated 12th November 1919.

EDUCATION.

Mahomedan Teachers.

MAINTENANCE OF A RESERVE.

Having regard to the number of posts both in Anglo-Hindustani Schools, and in the Inspectorate for Hindustani Schools, for which Mahomedan Officers are necessary, Government do not consider it necessary to have a large reserve of 17 officers as recommended by the Inspector-General of Education. They are pleased to sanction a reserve of three teachers, one Graduate on Rs. 70 per mensem and two S.S.L.C's on Rs. 30 per mensem each temporarily for a period of three years.

The Inspector-General of Education is requested to obtain proper agreements from the candidates to ensure that the persons accepting these reserve appointments do not regard them merely as a means for obtaining some temporary employment but will continue sufficiently long in the Department to enable them to be absorbed in regular vacancies and allow of the reserve being maintained continuously. The Inspector-General of Education is requested to make adequate arrangements for keeping the men fully and continuously employed.

G. O. No. 3187-8—Edn. 89-19-8, dated 8th October 1919.

Hindustani Schools.

CONSTITUTION OF BOARDS OF VISITORS.

With a view to improve the efficiency of Hindustani Schools, the Inspector-General of Education recommends that effect may be given to the resolution of the Mahomedan Educational Conference, that influential gentlemen and ladies may be appointed to constitute Boards of Visitors with supervisory powers on all Hindustani Schools excepting Anglo-Hindustani Schools in certain localities. He suggests that the functions of these Boards should be confined to mere general supervision over schools within their jurisdiction. They will report to the proper officers concerned gross irregularities coming to their notice, induce parents to send their children regularly, and collect funds for equipment under the Equipment Grant-in-aid Rules. It is also stated that if a sufficient number of reliable and enthusiastic persons is not coming forward one visitor will be appointed.

Government are pleased to approve generally of the proposals of the Inspector-General of Education and to direct that detailed proposals regarding the constitution and functions of the Boards may be submitted for approval. The work should be purely honorary and no travelling or other allowance permitted.

G. O. No. 4564—Edn. 84-19-11, dated 29th November 1919.

GEOLOGY AND MINING.

Department of Mines and Geology.

SCHEME OF RE-ORGANISATION.

The Geological Department was first constituted in the year 1894, with the principal object of carrying out a complete Geological survey of the State on the most approved scientific principles and the publication of the results of such survey in the form of maps and bulletins. Previously to this, a special survey of the auriferous tracts of the State had been ordered in the year 1886 and the results of this and a later survey made by Mr. R. Bruce Foote of the Geological Survey of India in 1887 were published as a report in the latter year, but a survey of the whole State with a view to ascertain its mineral possibilities was thought of only in 1890 and the department formed four years later.

In the order constituting the department, the following items of work were assigned to it in addition to the survey which was to be the main part of the programme—

(1) the training of a number of young men to be Geologists and Mining Engineers, including instruction in Geology for the B. A. Examination of the Madras University in the Central College, Bangalore;

(2) the collection of objects of Geological, Mineralogical, Metallurgical and Mining interest in a Museum;

(3) the maintenance of a laboratory for mineral assay and analysis; and

(4) the inspection and supervision of the gold mines then existing.

This continued to be the programme of the department for the next twenty years with only a few changes. The work of controlling the storage and use of explosives was taken up in the year 1898 and the imparting of instruction in Geology in the Central College was dissociated from the department in 1909. Secretariat work relating to the department which was first attended to in the General and Revenue Secretariat was transferred to the department from the year 1896. During this period of twenty years, two-thirds of the area of the State were more or less accurately surveyed and the results of the survey published in the shape of reports and maps, in addition to memoirs, bulletins and notes issued from time to time. But owing to the growth of miscellaneous duties and the want of a suitably trained staff in the earlier years, the department was not able to devote adequate attention to some of the functions assigned to it in the original order.

A re-organisation was therefore made in 1915 and in Government Order No. G. 8445-93—G. M. 292-14-1, dated 9th February 1915, the programme laid down in 1894 was revised in the light of the experience that had been gained. The work of the department was classified under four main heads:—

- (i) Geological Survey and Exploration,
- (ii) Inspection of Mines and Explosives,
- (iii) Production of Minerals and the development of Metallurgical industries on a commercial scale, and

(iv) Training of Geologists, Mining Engineers and Prospectors. Special emphasis was laid upon the production of minerals and the development of metallurgical industries on a commercial scale. The position and prospects of the officers of the department were improved in view of the increased responsibility placed on them and in order to give the Head of the department relief from some routine work and allow of his devoting more attention to his scientific work, the Secretariat work till then attended to by the Head of the department, was transferred to the General and Revenue Secretariat.

On further examination it is found that in order to carry out the policy laid down in 1915, and to meet the needs of the several branches of work during the next ten years, it is necessary to make a more thorough revision of the organisation. While the investigation of the mineral possibilities of the State with a view to their exploitation on a commercial basis is undoubtedly and urgently called for, it is felt that the Geological Survey of the State should receive adequate attention and should be carried on systematically and continuously. A definite allocation of the officers of the department to these two branches of work is therefore necessary. A more systematic and liberal grading is also required to attract to the Department the best type of men available and to fit them in course of time for the more responsible offices of the department. It is also desirable to separate the various branches of the work so far supervised by Dr. Smeeth, *viz.*, the Geological, the Mining and the Explosives branches, and to allocate responsibility to separate officers in regard to each. Under the existing arrangement, though one officer has as the Head of the department attended to all these branches himself, yet Government consider that the work has for many years past been too discursive and complex for any one officer to control. The department has at present no representatives in the districts and as the officers of the Revenue Department have often been unable to give prompt attention to requisitions from the department, thorough supervision of the activities of prospectors in the districts and any check of work done under prospecting and other licenses has been found to be impossible. The time has now come to remedy these defects which are incidental to the expansion of the work of the department during the past twenty years and to divide the various branches of the work amongst the officers to whom definite duties and responsibilities will be allocated. Government are also anxious that Dr. Smeeth should be allowed to have more time for developing certain schemes which he has studied during his recent deputation in Europe and America; and this, it is

feared, will not be possible if he is to attend, as heretofore to the ordinary work of the department.

Government are therefore pleased to direct as follows:—

Dr. Smeeth will until further orders, be placed on special duty. Separate orders will issue regarding his functions and responsibilities.

The present Department of Mines and Geology will be divided into two separate departments designated (1) the Geological Department and (2) the Department of Mines and Explosives.

The explosives branch will form a part of the Mining Department and will be in charge of an Inspector of Explosives with an Assistant who will be a chemist with some experience of building construction and drawing.

Revision of Staff.—The following staff will be provided for these departments.

Geological Department

1 Director.	2 Assistant Geologists.
1 Office Assistant to the Director.	5 Sub-Assistant Geologists.
1 Deputy Director.	2 Probationers.
1 Senior Geologist.	2 Assistant Chemists.

Department of Mines and Explosives.

- 1 Chief Inspector of Mines in Mysore.
- 1 Inspector of Mines.
- 1 Assistant Inspector of Mines.
- 1 Junior Inspector of Mines.
- 1 Inspector of Explosives.
- 1 Assistant Inspector of Explosives.

The pay and prospects of the Chemists in the Department will be settled along with the question, which the Government have in view of revising the pay and prospects of Chemists in the other departments of the State.

The Work of the Department.

The work of the Geological Department will be mainly under the following heads:—

(1) Geological Survey.—(a) Continuance and development of the survey of the State on scientific lines.

(b) Training of junior members of the departmental staff in survey work by putting them to amplify and revise the systematic survey already accomplished.

(c) Preparation of a map on a scale of 1 inch to a mile of further surveys and bringing the map already compiled up-to-date from time to time with a view to the eventual publication of a large map.

(2) *Mineral Exploration and Prospecting.*—(a) Exploration, prospecting and sampling of mineral areas and the preparation of maps and sketches of ore deposits with a view to investigate and

record the mineral resources of the State both in view of immediate requirements and of possible future developments.

(b) Closer investigation of the Iron, Manganese and Chrome ores and important minor minerals such as limestone, asbestos and graphite.

(c) Prospecting work on a commercial basis.

Government consider it desirable that part of the prospecting work of the department should be run on commercial lines, provision being made for the grant to the staff employed on the work of retainer and bonus on successful discovery. Detailed proposals in this regard may be submitted for the consideration of Government at an early date.

(d) Supervision of prospecting work.

(3) *The development of Mining and Metallurgical Industries.*—

The work of developing mineral and metallurgical industries will, so far as the Geological Department is concerned, consist in developing the results of economic investigations to the stage in which practical action can be taken on them, when they should be communicated to the Industries Department or private syndicates for such practical action as may be possible.

(4) *The development of the Geological Museum and Laboratory.*

The actual work to be done under each head is described in detail in the note prepared by Dr. Smeeth on the programme of the department.

G. O. No. 7041-7100—Geol. 69-18-11, dated 18th September 1919.

Department of Mines.

ANNUAL REVIEW FOR 1918-19.

Mining and Prospecting.—The number of mining leases current during the year 1918-19 was 31 as against 32 in the previous year and the number of prospecting licenses 63 as against 69. Of the prospecting licenses 34 ceased to be operative at the close of the year.

The number of exploring licenses current during the year 1918-19 was 18 as against 12 in the previous year.

Only 6 of the mining leases were for minerals other than gold 2 being for manganese and 4 for magnesite and chrome. Good work was done under these leases during the year. The work done under leases and licenses for these and other minerals is reviewed in connection with the work of the Geological Department.

An annual inspection of the accounts of the mining companies on the Kolar Gold Fields on behalf of the Government as lessors under clause 17 of the agreement was ordered to be held for the first time with the concurrence of the Directors of the Companies.

Gold Mining.—As in the previous year only 5 of the mines on

the Kolar Gold Field, *viz.*, the Mysore, Champion, Ooregun, Nundydroog and Balaghat Mines produced gold, and no work was done on gold blocks outside the Kolar Gold Field area.

Although hostilities ceased and peace was declared during the year, conditions are reported to be still far from favourable to the mining industry in general owing to difficulties in regard to supplies, shortage of skilled labour and the high rate of exchange, etc.

The total output of bar gold during the year 1918 was 504,411·61 ounces as against 536,558·72 ounces in the previous year, showing a decrease of 32,147·11. The total value of bullion produced during the year 1918 amounted to £1,935,406-11-6 as against £2,066,005-18-0 in 1917. The royalty payable to Government on the gold won during the year 1918 was £106,837-4-8 as against £118,626-1-6 showing a decrease of £11,788-16-10.

Negotiations are reported to have been concluded whereby approximately one-half of the monthly production of gold will be disposed of in India at a rate of Rs. 55-8-0 per standard ounce, the value of which represents roughly the local monthly expenditure.

Inspection of Mines.—During the calendar year the number of persons employed in the mining industry was 26,371 as against 26,425 in the previous calendar year. Of these 24,517 were engaged in gold mining against 24,531 in the previous year.

The total number of accidents reported for the year 1918 was 158 as against 172 during the previous year. Of these accidents 53 were fatal, 97 serious and 8 non-mining. The total number of fatal and serious accidents was therefore 150 being at the rate of 5·69 per 1,000 persons employed as against 164 or a rate of 6·21 per 1,000 persons employed during the previous year. The number of persons killed in 53 fatal accidents was 71. The mortality was thus 2·69 per 1,000 employed as against a mortality of 2·61 per 1,000 employed during 1917.

There were five individual accidents involving two or more fatalities, 4 of those occurring at the Mysore Mine and 1 at Champion Reef. In these 5 cases 23 persons lost their lives, the 3 most serious accounting for 3, 3 and 13 fatalities respectively.

Thirteen persons were killed in 10 accidents due to rock bursts, the corresponding figures for the previous year being 16 and 10.

Five persons were prosecuted for breaches of the Mysore Mines Regulation and the rules thereunder and all convicted. Twenty-nine persons were departmentally punished for less serious offences connected with 22 accidents by fines or by the cancellation or suspension of certificates.

The scheme relating to the payment of compensation to persons for injuries caused to them in accidents is reported to have worked satisfactorily, the amount paid in such cases having been Rs. 69,236-0-0.

Of 795 candidates who qualified themselves for certificates, 482 were for Mestris, 235 for Blasters, 59 for Engine drivers of the 1st class and 19 for Engine drivers of the 2nd class.

G. O. No. G. 14285-7—Geol. 38-19-6, dated 22nd December 1919.

RAILWAYS.

Apprentice Train Examiners.

SCHEME OF TRAINING.

Candidates, who are Mysoreans, and not more than eighteen years old and have passed the Lower Secondary Examination, will be eligible. The number of candidates required will be announced yearly in June. Applications should be sent to the Agent by July 1st following.

The selection will be made by a committee consisting of the Carriage and Wagon Superintendent and the Loco. Superintendent as Members, with the Agent as the President.

The selected candidates will have to pass a Medical Examination as to their physical fitness and also be examined for colour vision, by day and night.

The selected candidates will have then to undergo the following course of training:—

6	Months	Fitting shop.
3	„	Blacksmith shop.
6	„	Wagon shop.
6	„	Carriage shop.
3	„	Vacuum brake.
3	„	Train Lighting.
3	„	Painting, washing and cleaning of stock in works.
6	„	At a Train Examining Station.

—
36 „ or three years.

At the end of their training, the students will be examined in their work and on the “General Rules” and rules for Train Examiners. Successful candidates will be awarded certificates and will be given preference for any vacancy which may occur on the Mysore Railways for Assistant Train Examiners. During their period of training the students will receive:—

1st year	Rs. 15	} per mensem.
2nd „	„ 20	
3rd „	„ 25	

Candidates will, before starting their training, sign the prescribed Agreement and have it countersigned by their father or guardian.

The prospects in the Department will be as under:—

Carriage Examiner	...	Rs. 60—5—80
Assistant „	...	„ 30—3—60

G. O. No. R. S. 647-52—Ry. F. 39 G-19-20, dated 29th September 1919.

Construction of the Nanjangud-Mysore Frontier Section of the Nanjangud-Erode Railway.

The Government of His Highness the Maharaja of Mysore are pleased to accord their administrative sanction to the estimate, amounting to Rs. 26,09,385, for 33-11 miles of Railway lying within Mysore limits and the starting of actual construction of the 27-12 miles of the line from Nanjangud to Hardanahalli, with the formation of a Construction Division at Nanjangud from 1st November 1919. The cost of this section is estimated at Rs. 21,43,748, exclusive of junction arrangements at Nanjangud.

*G. O. No R. S. 783-92—Ry. F. 16G.-19-20, dated 28th
October 1919.*

LOCAL SELF-GOVERNMENT.

Bangalore City Improvements.

REVIEW OF PROGRESS.

Government have had under their consideration for some time past the question of reorganizing the Bangalore City Improvement Scheme in order to place it on a more efficient basis with a view to ensure a steady and prompt progress in its working. New problems have arisen with the advent of new conditions consequent on the growth of the city in size, population and importance. The city requires further improvement early not only from the point of view of sanitation and convenience, but also of its architectural beauty; the increased demands on its water-supply necessitate the renewal of the pumping machinery and distribution mains which are getting old and incapable to meet present requirements; the need for a comprehensive drainage and sewerage project for the whole city has long been felt and is overdue and the problem of housing the poor is pressing with greater insistence than ever and all these questions call for a detailed examination and a very early solution. Government, therefore, deem this a fitting opportunity to review the entire situation and formulate their proposals in regard to all these questions and are accordingly pleased to observe as follows.—

The Bangalore City Improvement Work has been in operation since 1889 when the late Sir K. Sheshadri Iyer organized a Committee with a view to report and to carry out all improvements that may be sanctioned by Government upon such report. Since then, extensions and improvements to the old city have been carried out at a cost of Rs. 15,42,784 up to 1917-18, and clean drinking water has been provided from the Chamarajendra Reservoir at a cost of Rs. 27,23,469, while Rs. 2,90,859 have been spent on drainage and Rs. 7,06,162 on lighting the city with electricity generated at Sivasamudram. Though this is a satisfactory record of progress, particularly in regard to formation of New Extensions on a large scale to the north, south and west of the old City and provision of water-supply and electric lighting which have undoubtedly contributed to the health and comfort of the population, yet, it cannot be denied that the improvements effected in other directions have been rather slow considering that a long time has elapsed since their inception. Even in recent years things have not improved and the same delay is perceptible in the carrying out of sanctioned works. In December 1913, Government, in their Order No. 6340-9—Ml. 330-12-3, reconstituted the Bangalore City Improvement Committee and assigned to

them the work of preparing a comprehensive scheme for the improvement of the City including its drainage. The proposals of the Committee were received in July 1914 and orders were issued in August 1915, sanctioning the following works estimated to cost Rs. 8,84,889. A grant of Rs. 3 lakhs per annum was also promised for five years.

	Rs.
1. - Construction of a General market ...	2,50,000
2. Town Hall and Municipal Office ...	2,00,000
3. Laying out of Market Square ...	1,66,674
4. Improvement of Yelahanka Gate Square ...	10,237
5. New extension to east of Fort Centre Road ...	1,57,708
6. Continuing Kitchetty Chattram Road to City Railway Station ...	44,070
7. Girdle Road through Sunnakal Farm ...	24,000
8. Shifting of Bamboo Bazaar ...	15,900
9. Minor Improvements ...	16,300

But much progress was not possible in respect of these works, until Government definitely laid down the lines on which the details of the schemes should be worked out and directed in their Order No. 2747-50—Ml. 111-15-2, dated the 3rd November 1916, that out of the above nine items, the following six works which were estimated to cost Rs. 7,57,000 might be taken up and completed within the next two years:—

1. Construction of a General Market.
2. Town Hall and Municipal Office.
3. Laying of market Square.
4. Shifting the Bamboo Bazaar.
5. Extension to the east of Fort Centre Road.
6. Extension of Kitchetty Chattram Road to the City Railway Station.

Owing to the increased estimated cost of some of the Improvement schemes after working out details, principally the New Market and the Town Hall and the Municipal Offices, the programme of works originally taken up had to be revised, to be within the total money limit sanctioned by Government Order of August 1915 and the Honorary President submitted on 3rd April 1918 a revised programme consisting of all the above works together with the following additional works as being either subsidiary to the works already proposed, or other specially urgent works of improvement:—

7. Improving main drain in Avenue Road.
8. Removing slums of Ammachowdri Palya.
9. Improving main drain in Lal-Bagh Road.
10. Improvement of Dobbspet and Palace Upparahalli.
11. Laying out of Hoskote Road into a Shop Street;

all estimated to cost Rs. 18·20 lakhs. Of these, items 5 and 11, costing Rs. 5·13 lakhs, were expected to be self-supporting not requiring a contribution from Government. This programme was finally approved of by Government in their Order No. 6317-20—Ml. 87-17-32, dated 9th May 1918, to be worked out in five years.

The progress of the different works undertaken will be seen from the following :—

(1) Construction of the General Market has been commenced, and is in progress.

(2) Orders have issued recently selecting suitable sites for the Town Hall and Municipal Office buildings and arrangements are under consideration for the construction of these buildings at an early date.

(3) The opinion of the Municipal Council is awaited on the remarks of the Chief Engineer on the improvement of the main drain in Avenue Road.

(4) The detailed estimates for the improvement of Dobbspot and Palace Upparahalli, received from the Honorary President have been sanctioned.

(5) Proposals for the acquisition of properties for the laying out of the Hoskote Road into Shop Sites have been sanctioned.

(6) Detailed estimates and plans for shifting the Bamboo Bazaar have been sanctioned and properties have been acquired but construction work has not yet begun.

(7) The original scheme of extending the Kitchetty Chattram Road to the City Railway Station has been revised so as to include lowering of the bund and the revised estimate is under the consideration of Government.

(8) How the scheme of removing the slums of Ammachowdri Palyam has been worked out in detail may be reported to Government.

(9) Sites in the new extension to the east of Fort Centre Road are being auctioned.

(10) Minor improvements to the main drain in Lal-Bagh Road are being completed.

Government have taken a forward policy in regard to these improvements and are anxious that the eleven works noted above should be vigorously pushed through and completed without further delay. These works are estimated to cost Rs. 13.07 lakhs, with the exception of the new extension and Hoskote Road Shop Centre, which are expected to be self-supporting. Government have guaranteed the payment of Rs. 3 lakhs per annum for outlay on this account. A sum of Rs. 2,85,565 is stated to have been already spent up to 1917-18 and the Honorary President proposes in his letter No. 454, dated 17th May 1919, an expenditure of Rs. 11,89,469 to be spread over three years, viz., 1918-19 to 1920-21. Separate orders will issue on this.

Drainage.—A complete scheme of drainage for the old city was originally prepared by the Sanitary Engineer involving an expenditure of Rs. 10 lakhs and Government in their Order No. 1297-347—Ml. 112-14-13, dated 13th August 1915, promised to contribute one-half of this cost if the Municipal Council arranged to bear the remainder. But the detailed scheme subsequently prepared by Mr. D'Cruz is estimated to cost Rs. 180 lakhs and consists of eight drainage areas that admit of being taken up in parts. This scheme has been scrutinised by the Chief Engineer who is of opinion that

it is complete and may be sanctioned but that it would be sufficient to take up only the portion pertaining to the City proper and Fort costing Rs. 12,04,494. As regards the financing of the scheme, the Municipal Council want the entire cost to be borne by Government while Government are of opinion that their offer to bear half the cost conveyed in their Order of August 1915, is a liberal concession. Before passing final orders on the subject, the Government desire that the Municipal Council will reconsider their decision and suggest a more practical solution of the question of financing the Drainage scheme of the old City, so that the scheme may be worked out in sections. The normal income and expenditure of the Municipal Council according to the sanctioned budget estimates for 1918-19, are respectively Rs. 3,94,015 and Rs. 3,57,012 and by suitable adjustment of expenditure they ought to be able to find funds for the scheme out of their growing revenues; but if on any account they are unable to contribute their share of the cost, they may raise a loan for the purpose.

Water-supply.—Owing to the increase in the consumption of water in the City, the pumping plant at Soldevanhalli is found to be incapable to pump the required quantity of water without causing bursts in the rising main. Attempts at improving the pumping have resulted in the frequency of these bursts and have not proved helpful to minimise the insufficiency of water pumped. Consequently, other makeshifts, such as diminishing the speed of the pumps, reducing the consumption in the City and purchasing water from the Civil and Military Station to supplement the deficiency have had to be resorted to. Even the electrification of the pumping plant is not expected to yield any better-results. Complaints are also being received from residents in the several localities of the City that supply of water to their houses is not satisfactory and they are consequently put to great hardship.

To remedy this unsatisfactory state of affairs, proposals have been made to construct a new intermediate pumping station midway between Hessarghatta and Bangalore or to duplicate the rising main to the Banavar hill and also to overhaul and improve the water-supply distribution system in the City. The duplication is estimated to cost nearly 16 lakhs of rupees, while the construction of an intermediate pumping station and the overhauling of the distribution system are estimated at Rs. 1½ lakhs each. The pumps have been working for the past 25 years, so also the pipe line and the entire plant require thorough overhauling and renovation.

In view, however, of the large cost and the technical questions involved in the scheme, Government deem it necessary to constitute a Committee with the Chief Engineer as President, the Honorary President of the Municipal Council, the Superintending Engineer, Sanitary Division, the Deputy Chief Engineer and two Councillors selected by the Municipal Council as Members and the Municipal Engineer as Secretary, to consider the question in all its details and submit their proposals to Government early for sanction.

17. *Housing of the poor.*—The question of housing the poor

has become an important problem calling for immediate attention. The sale of sites in the extensions has resulted in such inflation of prices that the probabilities of the poor and the middle classes securing suitable sites for building their houses in accordance with their means are becoming more remote than ever. On the proper solution of this housing question depends the health of the city and the comfort of the population. It is therefore desirable that a Committee should be constituted to investigate and report early on this question in all its bearings and to suggest practical measures, based on a self-supporting basis, for increasing the housing accommodation of the poor and the middle class population of the city. Proposals in this respect should be submitted for the early sanction of Government.

G. O. No. 5682-7—Ml. 1-19-2, dated 14th November 1919.

MISCELLANEOUS.

Peace Celebrations.

In view of the announcement made by the Government of India that the main Peace Celebrations will be held in India in the next cold weather, the Government of His Highness the Maharaja desire that similar celebrations should be held on a scale suited to the greatness of the occasion, throughout the State.

They are accordingly pleased to direct that Saturday the 13th December 1919, should be observed as a general holiday throughout the State, that Sunday, the 14th December, should be set apart for public thanksgiving and that the main peace celebrations should take place on Monday the 15th December, and Tuesday the 16th December 1919, on which dates all Schools, Offices and Courts will be closed.

The following forms of celebrations are suggested for adoption in addition to others which may be decided on locally.

13th December.—

- (1) Feeding and clothing the poor.
- (2) Decorations of streets, private dwellings, shops and public buildings with flags, etc.

14th December.—

- (3) Religious services in all places of worship at which collection of alms may be made for the benefit of the disabled and of the dependents of soldiers who have fallen in the war.
- (4) Village Bajanas, Harikathas, etc.

15th December.—

- (5) Entertainment and sports to troops, wherever possible.
- (6) Distribution of sweets to children and of peace medallions.
- (7) Sports to children and grant of prizes to them.
- (8) Public Meetings and Addresses.

16th December.—

- (9) A public ceremonial procession through the principal streets with the photos of Their Majesties the King-Emperor and the Queen Empress and His Highness the Maharaja. All the principal officers and leading gentlemen in the locality should take part in the procession
- (10) Bonfires, fireworks and illuminations.

At every district and taluk headquarter station and at other places, public demonstrations and meetings should also be held on the 15th December so as to bring home the greatness of the occasion to the

people at large and to impress the occasion upon the minds of children. The Deputy Commissioners are requested to pay special attention to the celebrations in localities from which recruits were largely obtained, and also to arrange for the men who have returned from the front being given a prominent part in the celebrations and in the public meetings. The celebrations in Educational institutions on Durbar Day (12th December) will be merged in the Peace Celebrations as indicated above and need not be organised separately.

To meet the cost of the celebrations referred to above, the following amounts are sanctioned from the State Funds to be supplemented by grants from Municipal and Local Funds and such subscriptions as are voluntarily paid. Private subscriptions which are paid may be devoted as far as possible to feeding and clothing the poor.

	Rs.
Bangalore District (except Bangalore City) ...	2,000
Bangalore City	5,000
Mysore District (except Mysore City) ...	2,000
Mysore City	3,000
Shimoga District	1,500
Kolar District	1,500
Kolar Gold Fields	500
Tumkur District	1,500
Hassan District	1,500
Chitaldrug District	1,500
Kadur District	1,500
Total ..	<u>21,500</u>

To supplement the above, the two City Municipalities and the Sanitary Board, Kolar Gold Fields, are authorised to make a grant of not more than Rs. 5,000 each from their funds for the celebrations, Town Municipalities not more than Rs. 1,000 each and other Municipalities not more than Rs. 100 each.

In addition to the above, a sum of Rs. 200 each for the districts of Bangalore and Mysore and Rs. 100 each for the other districts will be placed at the disposal of the Deputy Commissioners through the Muzrai Superintendent to meet the expenses of the special prayers to be offered in all places of worship.

A special grant of Rs. 3,000 will also be placed at the disposal of the Chief Commandant for sports and entertainments, etc., to Military men.

Government are pleased to direct also that all their daily labourers should be paid their usual wages for the public holidays of the December celebrations and hope that private employers of labour will as far as possible adopt a similar course of action towards their employees.

The funds required for the purpose will be met by a special grant from the Reserve for non-recurring expenditure.

A brief report of the celebrations in each district indicating the main arrangements made, the number of people who took part in

them, the number of poor people fed and clothed, the number of school children participating in the sports, etc., and the expenditure incurred from the different sources should be submitted to Government by the 15th January 1920, by the Deputy Commissioners of Districts and the Presidents of the City Municipalities of Bangalore and Mysore in regard to the respective areas.

G. O. No. G. 9437-87—P. P. 13-19-23, dated 30th October 1919.

Meeting of Deputy Commissioners and select Heads of Departments.

Government direct that the meeting of the Deputy Commissioners and Heads of Departments be convened in future only once a year at Bangalore, in March, for the discussion of matters relating to the administration of the districts and the operation of special schemes, etc.

G. O. No. R. 5591-650—R. M. 31-19-1, dated 13th November 1919.

The Representative Assembly.

SECOND SESSION TO BE HELD IN JUNE EVERY YEAR.

Government direct that in future the Second Session of the Representative Assembly be held at Mysore a few days immediately before the Birthday of His Highness the Maharaja every year, and that it shall be styled the Birthday Session of the Representative Assembly.

The Session shall not exceed five days in duration.

The subjects to be discussed at this Session will not exceed 100, including those remaining over from the previous Dasara Session.

G. O. No. G. 13053-13122—R. A. 49-18-4, dated 6th December 1919.

MISCELLANEOUS DEPARTMENTS.

Government Stationery Depot.

ANNUAL REVIEW FOR 1918-19.

Only Rs. 901-11-0 worth of superior English paper was purchased during the year, and almost all other purchases of stationery were made from Indian Mills and Local Firms. The total value of stationery purchased was Rs. 2,32,727-8-3.

Thirty-five offices were newly added to the list of officers authorised to indent for stationery, but the total value of supplies made to the various departments was kept down to Rs. 2,24,427-10-11 as against Rs. 2,82,804-9-1 in the previous year, by the observance of economy.

G. O. No. G. 7744-93—P. & S. 27-19-3, dated 22nd September 1919.

Government Press.

ANNUAL REVIEW FOR 1918-19.

The duty of controlling printing work done on behalf of all Government Departments, both in the Government as well as private presses, was entrusted to the Superintendent, whose designation was changed to "Superintendent, Government Printing and Stationery."

Only a small addition was made to the machinery at the Central Press during the year in the shape of a wire stitching machine purchased for Rs. 406: 2,167 lbs. of type were also purchased at a cost of Rs. 3,111-12-0 and 12,601 lbs. of type valued at Rs. 7,200-3-10 were cost and taken to credit in the Press Stock.

To cope with the work of the University and the State Railway Department, the staff of the Branch Press at Mysore was strengthened by 34 additional hands at an extra cost of Rs. 6,192 per annum and additional buildings were also sanctioned. One 10-horse power motor costing Rs. 1,628 and a Babcock Standard Machine costing Rs. 7,887-8-0 were added to the equipment of the Branch Press. In addition to these, type was purchased at a cost of Rs. 11,958-10-0.

The total expenditure for the year was Rs. 1,06,362-4-9 as against Rs. 1,34,579-13-0 in the previous year.

The total outturn consists of 46,306½ pica pages as against 56,615 during the previous year. This does not, however, indicate a decrease in the outturn of work itself. The reduction in the number of pages

was, on the contrary, deliberately secured as a measure of economy by setting up the matter more closely and by using type of smaller body than previously in some cases.

There was a decrease in the number of pages of standing matter due to the policy of reducing the amount of standing matter and stereotyping the important forms. There was also a general decrease in the binding, perforating, ruling and numbering work done during the year. There was on the other hand an enormous increase in embossing work owing to the reduction of embossing got done in England.

The number of units of overtime work during the year under review was 2,289 against 4,299 during the previous year, the decrease being due both to a better organisation of work and the all round reduction in the work done.

The general Education School attached to the Press continues to do satisfactory work and there were during the year 44 students on the rolls. The morning class for the press employees also continued to be held and one of the employees who attended it passed in composing, intermediate grade.

The Government Press has been maintained at its high level of efficiency and the Government desire to compliment Mr. D. B. Ramachandra Mudaliar on the sustained enthusiasm he has shown in his work and the economies he has been able to effect.

G. O. No. G. 8039-90—P. & S. 26-19-3, dated 26th November 1919.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

The State Administration Report.

The Report on the Administration of the Mysore State for the year 1917-18 was issued during the current quarter. It is priced one rupee per copy.

The following is a brief synopsis of the principal events in the administration of the State during the calendar year 1919.

The Mysore Imperial Service Troops and Transport Corps were retained in the Field to form part of the Army of Occupation and the machinery for demobilization. From the 13th to 16th December, the whole State participated with great enthusiasm in the rejoicings organized to celebrate the conclusion of peace. The total free contributions of the State and the people towards the expense of the war amounted to Rs. 90,55,695 and the total subscriptions to the War Loans to Rs. 1,07,83,856.

2. His Excellency Lord Chelmsford, Viceroy and Governor-General of India, accompanied by Her Excellency Lady Chelmsford, paid a visit to the State from the 27th November to 12th December.

3. The birth of Sri Jaya Chamaraja Wadiyar, son and heir of His Highness the Yuvaraja, on the 18th July, was an event which occasioned widespread and joyous manifestations of loyal enthusiasm.

4. The Dewan, Sir M. Visvesvaraya, K.C.I.E., retired from the service of the State from the 10th June and Mr. A. R. Banerji, C.I.E., I.C.S., continued to officiate as Dewan till the 14th July 1919 on which date Rajasevadhurina Sirdar M. Kantaraj Urs, C.S.I., assumed charge as Dewan.

5. The following are the more important administrative measures introduced during the year :—

Important administrative measures.

- (i) The Legislative Council was enlarged so as to consist of 30 members instead of 21.
- (ii) The Budget Finance Committee was strengthened and reorganised so as to consist of six official and the same number of non-official members.
- (iii) The Economic Conference was made permanent and changes

of a far-reaching character were introduced into its organization.

6. A Memorandum was published indicating tentatively the Progress: moral and material. proposed lines of advance in regard to various types of education in the State and inviting criticisms and suggestions. It was decided towards the close of the year that all fees in Middle Schools should be abolished. It was also ordered that increased facilities should be afforded to the poorer classes of all communities by providing freeships and scholarships on a liberal scale.

For promoting the development of industries in a more rapid manner and providing adequate financial assistance to private industrialists, two new funds were constituted called the "Industrial Investment Fund" and the "Industrial Development Fund." A detailed programme of work was settled in connection with the Iron Scheme. The present position of the handloom weaving industry in the State was examined by an expert committee and orders were passed creating facilities to weavers to obtain supplies of raw materials and to dispose of their finished goods.

Two advances of Rs. 50,000 and Rs. 80,000 were given to the Agricultural Department for the purchase and supply of seed grains in connection with increased food production in the State and for the purchase and distribution of oil-cakes and other manures to agriculturists.

A whole-time Superintendent of Sericulture was appointed and the services of a Japanese Silk Expert were secured for the general development of the silk industry in the State.

7. The seasonal conditions during the calendar year 1919 were Seasonal conditions. on the whole not quite so unfavourable as in the previous year. The rains in April and May, though slightly below normal, were beneficial to agricultural operations. The later rains began well but owing to the break in the monsoon in the latter half of July and the beginning of August, much anxiety was caused. The copious showers, however, from the latter part of August improved the situation. The food situation however continued to be acute during the early part of the year and measures had to be adopted for the control of the movement of food grains and the commandeering of stocks of food stuffs. The situation was considerably eased towards the close of the year and some of the restrictions imposed were removed in consequence.

8. For the official year 1919-20, the budget estimates as finally Finance. passed provide for a revenue of Rs. 313.66 lakhs and an expenditure of Rs. 314.30 lakhs under service heads and the capital outlay not chargeable to revenue is fixed at Rs. 90 lakhs.

9. Twelve Regulations were passed during the year. The Protection. scheme for the separation of judicial and executive functions came into operation in two districts at the beginning of the year and orders were passed extending the measure to two additional districts from the 1st January 1920.

Releases of prisoners in the jails and lock-ups of the State as also remissions of sentences were ordered on the occasion of the signing of the Peace Treaty and also upon the birth of a Prince in the Mysore Royal Family. The Public Health Department was re-organized so as to provide for a sufficient reserve of trained officers. Rules were issued for combating epidemics in urban and rural areas. The Central and District Malnad Improvement Committees were re-constituted.

10. The Bangalore-Nanjangud and Birur-Shimoga sections of the State lines worked by the Madras and Southern Mahratta Railway Company (in all 140 miles) were resumed by the State from the 1st October. The construction work of the first section of the Shimoga-Bhatkal line was commenced from January and that of the first section of the Nanjangud-Erode line from November 1919.

The construction of an anicut across the river Bhadra at Gopala in the Shimoga District at an estimated cost of Rs. 8½ lakhs was started and the large bridge across the Tungabhadra at Honnali was completed at a cost of Rs. 3¼ lakhs and opened for traffic. An estimate for Rs. 23 lakhs was sanctioned for the construction of the new Guests' Mansion at Mysore.

To meet the increasing demand for the supply of electric power an estimate amounting to Rs. 32,92,000 was sanctioned for the Sixth Installation of the Cauvery Power Scheme. Administrative sanction was accorded to the proposal to establish a long-distance telephone between the cities of Mysore and Bangalore and to throw it open for the use of the public.

The total output of gold from the Kolar Gold Fields during the first eleven months of the year was 439,046 oz. valued approximately at Rs. 2,52,12,015.

11. Non-official Vice-Presidents were elected in the case of 13 Taluk Boards. The oil-mill tax was abolished. Local Self-Government. The office of the Chairman of the Mysore City Improvement Trust Board was amalgamated with that of the President of the Mysore City Municipal Council. The amount of contribution by villagers towards the construction of drinking water wells was reduced from one-half to one-third and it was ordered to be waived in certain special cases.

12. The scales of income and expenditure of all the important Muzrai institutions were revised and steps were taken to organise a regular Muzrai Establishment and to form a general Muzrai Fund. Miscellaneous.

The Mysore Account Code, Volume II.

In page 291 of Volume II of this Journal, allusion has been made to the proposals sanctioned by Government, for the preparation of a complete Mysore Account Code covering all matters pertaining to

accounts and divided into four parts relating to (1) General Account procedure in Government offices in general, (2) Treasury procedure, (3) special procedure in particular departments and offices and (4) procedure in Audit office. The first volume was issued by the Comptroller about the beginning of this year and the second during the current quarter.

Monograph on the Belur Kesava Temple.

The subject treated of in this book is explained as follows in the Introductory Note by the Director of Archæological Researches in Mysore :—

“The present work deals with the Kesava Temple at Belur, one of the most exquisite specimens of the Hoyasala style of architecture, built by the Hoyasala King Vishnuvardhana in A. D. 1117. The Kesava Temple at Somanathpur is a *trikutachala* or three-celled structure, while the subject of the present monograph consists of only one cell, though surrounded by several temples, shrines and subsidiary buildings, and, being older than the other by nearly one hundred and fifty years, may be looked upon as one of the earlier examples of the Hoyasala style. According to Fergusson, it combines constructive propriety with exuberant decoration to an extent not often surpassed in any part of the world.”

The monograph contains forty-five beautiful illustrations and affords very interesting reading.

Mysore War Book.

An interesting publication brought out by Government during the quarter is an illustrated volume entitled “Mysore's part in the War.” In its pages is given an account of the brave deeds of Mysore's soldiers and of the State's contributions to the War in men, money and material. The work is artistically got up and profusely illustrated.

The object of the book is thus explained in a brief foreword :—

“The War that is now happily ended was one gigantic magnitude and the resources of this State were insignificant compared with the colossal expenditure in men, money and material in that world struggle. But the help rendered by Mysore, small as it may have been, was cheerfully and whole-heartedly rendered and the following pages which record the services of the State and its subjects in this connection are published in the hope that they will constitute a source of pride and inspiration to the present and future generations.”

PART III—EXTRACTS.

AGRICULTURE.

Department of Agriculture.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

[Bihar and Orissa.]

General lines of progress.

The Officiating Director of Agriculture has dealt with the functions of the Department under the three heads of Research and Experiment, Propaganda and Agricultural Education. Emphasis has been laid on the fact that continuous scientific research and experiment in typical agricultural tracts must precede the discovery of practical agricultural improvements and that the absence of this continuity owing to the changes in and shortage of staff during the last five years of war has impeded the development of the practical side of the functions of the Department. With a view to remedy this defect, the Director proposes to divide the province into seven tracts each containing a headquarters farm, in which the problems common to the whole tract will be studied by a staff which will so far as possible remain continuously in that farm, while smaller farms will serve the same purpose in smaller areas which present certain typical and peculiar conditions and will also be utilized for demonstration of the successes already attained at the headquarters farms.

Propaganda.

Mr. Dobbs rightly points out that propaganda must necessarily wait until experiments have reached a stage when success can reasonably be anticipated if the results of experiments are applied on a commercial scale. The causes indicated above have delayed the fruition of experiments in this province, but good work has been done in introducing assured improvements in suitable areas, notably Pusa 12 wheat in North and South Bihar, Indrasail paddy for lowlands immune from flood, *Kakaya Bombay* jute in North-Eastern Bihar, and mungo sugarcane and groundnuts in Orissa. The Local Government agree that for the present the most effective methods of propaganda are by the employment of *kamdars* trained on the farms and by the distribution of improved seed, especially through Co-operative

Societies. When more successes have been attained at the central farms the multiplication of subsidiary farms will no doubt assist propaganda work both by increasing the facilities for training *kamdars* and by providing more points of contact between the Department and the cultivators, but these successes must first be reached by patient experiment.

Agricultural Education.

The discussion of the problems of agricultural education is of great interest. The Lieutenant-Governor in Council will welcome any feasible suggestion for giving to general education, especially in rural primary schools, a more practical turn and for stimulating the interest of students in the scientific aspects of what will be for most of them their life's work. He is glad to see that in the Guru Training schools of Orissa these aims are kept in view. But he feels that, since as Mr. Dobbs points out, agriculture is a localized art, and is not an exact science of universal application, purely agricultural schools in this province would be a doubtful experiment. For the improvement of agriculture, reliance should rather be placed on the work of the experimenters on the farms and on the spread of general education which will render the rural population more receptive of new ideas, when their soundness has been fully established, as well as more easily accessible by the medium of the written word.

At the same time there appears to be room for an advance in the near future in technical education in dairying, which the problems of the milk supply for the growing industrial centres will require as well as in horticulture and intensive farming for vegetables.

CO-OPERATIVE SOCIETIES.

Registrar's Report for 1918-19.

GOVERNMENT RESOLUTION.

[Punjab.]

The inspecting staff has been strengthened and there are now 35 Inspectors and 162 Sub-Inspectors inclusive of 18 temporary Sub-Inspectors paid by Government for propaganda work. The Lieutenant-Governor is glad to learn that the work of Inspectors as a whole is marked by intelligence and sympathy and in many cases by enthusiasm. The qualifications of the Sub-Inspector still leave something to be desired but their training and education in co-operative principles is receiving careful attention from the Registrar and Joint Registrar. The majority of Honorary Sub-Inspectors at present are reported to do no effective work and the Registrar proposes to take steps to enlist the aid of more capable and energetic men for honorary inspection work. The time has no doubt arrived when leading co-operators should be encouraged to take part in the work of general supervision, even though a particular society which they have helped to build up may thereby lose the benefit of their guidance, and the Lieutenant-Governor hopes that the Registrar's appeal will meet with a satisfactory response.

Central Banks.

The number of Central Credit Societies has increased from 44 to 55 during the year by the addition of one Central Bank and 10 Banking Unions. The Central Banks number 25 and their financial position is remarkably sound, paid up capital and reserve representing not less than 22 per cent of their liabilities. In the case of Banking Unions the proportion is $12\frac{1}{2}$ per cent, which is adequate. While Central Banks derive much of their strength from official guidance, the Banking Unions represent a more self-reliant and self-governing tendency. The strength of Central Banks lies in their businesslike methods, their command of urban capital, and the confidence engendered by their semi-official character, while the Unions by confining their operations to small areas and to members whose credit they can assess with the accuracy of intimate knowledge, are more co-operative in spirit and wield an influence which goes more deeply into the everyday affairs of their members than an authority based upon the mere provision of banking facilities can hope to do. Mr. Darling raises the question how near the time has come to reduce the official element in the management of Central Banks and points out some of the difficulties involved in such reduction. As regards the future function of

Central Banks it may be noted that even if Banking Unions increase in number and popularity and the areas remaining outside the sphere of such Unions become fewer and smaller, the Central Banks will be able to fill a useful and even indispensable role in the financing of the Banking Unions.

Agricultural Credit Societies.

An increase of 1,262 has taken place during the year in the number of primary agricultural credit societies which now total 5,088 while members have increased by nearly 22,000. In previous years much has been done to get rid of the weaker societies with the result that the movement as a whole was set upon firmer foundations, and the true principles of co-operation were more fully inculcated. It is satisfactory to learn that owing to this cautious policy in the past the older societies are now showing signs of unmistakable progress. Fictitious recoveries for instance are said to have almost ceased and the distribution of loans among members depends less upon caprice and favouritism. The reduction of debt proceeds apace as is clear from the figures given in the report, and the finances of primary societies show correspondingly good results. The capital owned by members is now calculated at 93 lakhs compared with 78 at the close of the previous year. Loans to members total 122 lakhs and the net indebtedness of the societies is thus only 29 lakhs, secured on the unlimited liability of nearly 150,000 members. The adoption by most of the new and by many of the old societies of the principle of indivisible profits is likely to hasten the accumulation of future resources and the reduction of the rates at which money is loaned to members.

Supply or distribution societies are of two kinds, those which distribute goods purchased and those which supply articles produced by the members. The operations of these societies have been much extended during the year and the list of articles with which they deal is now a long one. Among the more important are salt, seed, cloth, oil, grain and milk. The opening of Urban supply societies as a check upon profiteering in towns deserves special mention. 88 such societies were opened in 29 towns during the year and did valuable work. How far this type of society will persist cannot yet be foreseen. So long, however, as the rapacity of middlemen finds a stimulus in unstable prices of necessities, the demand for these societies seems unlikely to abate. The initiation of co-operative societies of all kinds in urban areas is a development from which much may be expected and deserves special encouragement. Another experiment of particular interest is that of co-operative tree planting for the supply of timber and fuel, which has been started in the Gurdaspur and Hoshiarpur districts. This form of enterprise might well be imitated in other districts.

There is no doubt that the co-operative purchase and distribution of commodities helps to checkmate the profiteer and effects large savings for the members of the societies concerned. At the same time ventures of this nature are beset with many and serious difficul-

ties and it is not too much to say that at present the assistance given by official guidance in making wholesale purchases on behalf of societies, in securing prompt booking and delivery of goods sent by rail, and in other ways has been the main factor in shielding these enterprises from failure. There must, however, be a limit to such official assistance, which tends to be departmental rather than truly co-operative and is in some degree detrimental to the performance of other important duties, some curtailment of ordinary inspection work having, for instance, been entailed by it during the year under report.

Miscellaneous Societies.

Turning to societies of a miscellaneous type, the weavers have increased the number of their societies from 16 to 39 and have begun to turn attention to the co-operative purchase of dyes. As remarked by Mr. Maynard it is unfortunate that Government departments other than the North-Western Railway do not patronize the products of these weavers' societies more extensively. Cattle Insurance Societies are now 8 in number, all but one of which are in the Rohtak District. In this district cattle insurance has had a happy start, having weathered a serious outbreak of rinderpest, thanks mainly to the energetic action of the local co-operative and veterinary officials. The principle of Government assistance to cattle insurance has now been accepted. but the exact form which it should take remains to be decided. Another feature of the year of which His Honour hopes to hear more is the proposal to form arbitration societies. If the difficulties connected with this proposal can be overcome such societies are likely to play an important part in the creation of a panchayat system and by fostering village self-government to exercise a wholesome influence upon the moral as well as the material welfare of the people.

Registrar's Report for 1918-19.

GOVERNMENT RESOLUTION.

[Burma.]

Co-operation continues steadily to extend its hold upon the Province, the Thaton District being the latest district to join the movement. The following figures give some indication of the progress made during the year as well as during the past ten years:—

	1908-09	1917-18	1918-19
1 Number of Agricultural Credit Societies	155	2,279	2,675
2 Membership	4,275	50,213	57,709
3 Working Capital	Rs. 4 06,005	Rs. 96,75,862	Rs. 1,12,76,714
4 Number of Non-Agricultural Credit Societies.	18	85	123
5 Membership	1,036	8,699	13,536
6 Working Capital	Rs. 76,838	Rs. 11,04,959	Rs. 14,20,475
7 Number of Unions ... ..	...	240	325
8 Number of Societies affiliated to Unions	...	2,529	2,956
9 Number of Central Banks	1	4	6
10 Working Capital	Rs. 13,960	Rs. 16,74,807	Rs. 17,91,004

Perhaps the most gratifying features of the movement are seen in the facts that its extension is largely the work of the societies themselves, that it owes comparatively little to official propaganda, that as in the case of the Karens of the Thaton District, societies are founded spontaneously and show signs of taking a line of their own, and, last but not least, that it has its roots in the agricultural and artisan classes themselves.

New Central Banks have been registered at Moulmein and Prome, and the establishment of a third is under consideration at Shwebo. These Banks besides playing an active part in the financing of co-operation are also of great educative value in bringing the Chairmen of Unions into touch with the wider aspects of the movement. The increase in the amount of the deposits in these Banks, and the popularity of the Savings Banks side of them are promising signs of a growing sense of the proper value of money and of the advantages of thrift.

Urban Credit Societies are growing at a remarkable rate, and should be of the utmost benefit to salary-earners in these hard times when prices have increased out of all proportion to salaries. Some of these societies appear to be formed for the purpose of financing industries on capitalistic rather than on co-operative lines. The Department is going somewhat beyond its sphere occasionally in order to develop the industries of the country: in so doing it is doing useful spade-work for the Department of Industries which the Lieutenant-Governor hopes to see established in the near future. The encouragement of co-operation among weavers, the ginning of cotton and the rearing of silk-worms on co-operative lines, and the formation of credit societies for lacquer-workers are all valuable aids to industrial development.

Agricultural Credit Societies are similarly extending their sphere. Co-operative Societies for working leased fisheries, co-operative societies for the sale of jaggery are new features of the movement. The Shwebo District with 444 Credit societies, 12 production and sale societies, and 47 Unions still heads the list, with Pakokku and Kyankse next. In Lower Burma progress is far slower. The reason the Registrar gives for this is the division of classes into land-owners and labourers in the area of industrialised agriculture round the seaports. The fact is that in Upper Burma co-operation has been started in time to prevent the growth of evils which the modern industrial system has introduced into Lower Burma. In Lower Burma co-operation is wanted as a remedy, and prevention is always easier than cure.

Co-operation is slowly but surely creating a public spirit and a sense of common citizenship which will be of incalculable value to the future economic and social life of the country. There is a growing desire to combine in joint enterprises. The promotion of education, the prevention of infantile mortality, distribution of useful medicines, the improvement of agriculture are among the matters which Societies regard as coming within their ken. The Lieutenant-Governor fully appreciates the benefit of these tendencies to the administration,

At the same time he desires to recall the warning which he gave in the resolution on last year's report. With the introduction of District Councils and Circle Boards in the near future there is a danger lest co-operative societies should regard themselves as the rivals of those bodies and attempt to make themselves an *imperium in imperio*. The co-operative movement and the cause of self-government would both alike suffer from such a conflict. Once these instruments of self-government are established it will behove co-operative societies to relinquish to them the lead in matters of social welfare and to confine themselves more strictly to the economic sphere.

Registrar's Report for 1918-19.

GOVERNMENT RESOLUTION.

[Bengal.]

During the year under report the increase in the number of societies was 615, in the number of members 16,021, and in the working capital Rs. 36,34,692, compared with 557 societies, 19,538 members and Rs. 41,68,578, the increase of the previous year. That there was no greater expansion is due to the care with which applications for societies have been scrutinised, a sound measure dictated by past experience of unsound societies formed in haste and in ignorance of the principles and duties of co-operation. With the increase in societies, the number of inspectors rose from 41 to 50 and honorary organisers from 45 to 48. The number of auditors rose from 14 to 28 and two divisional auditors were appointed in the year by Government. Audit is of the first importance; and it is satisfactory to learn that a proper detailed audit is now one of the chief features of the working of the department.

Repayments during the year were good; but, though there was a corresponding increase in advances, some caution was still exhibited in advancing loans. The central banks advanced Rs. 32½ lakhs and recovered Rs. 23 lakhs in 1918-19 against Rs. 18 lakhs and Rs. 10¾ lakhs, respectively, in 1917-18. Similarly, the agricultural societies advanced Rs. 23 lakhs and recovered Rs. 23½ lakhs in 1918-19, against Rs. 23¾ lakhs and Rs. 15¼ lakhs, respectively, in the previous year. Two other satisfactory features are that the amount of loans overdue to such societies was reduced by Rs. 6 lakhs and that their reserve funds were increased from Rs. 9¾ to Rs. 14½ lakhs.

The progress of the Bengal Provincial Co-operative Federation, Ltd., which was opened in the previous year, surpassed expectation. By the 30th June 1919, 49 central banks and 8 other societies had joined it. The Federation received Rs. 10¾ lakhs of the idle funds of its members for investment and made repayments to the extent of Rs. 8 lakhs; and it saved one central bank from disaster during the year under review. Of the Rs. 13 lakhs of deposits taken over from central banks at a high rate of interest it repaid nearly Rs. 4 lakhs.

The assertion of the Registrar that the Federation has already accomplished the purposes for which it was formed, *viz.*, to keep money employed all the year round by the utilisation of the surplus funds of its members and to assist them in other ways as far as possible, appear therefore to be well founded.

The number of central banks increased from 52 to 58, their working capital from Rs. 67½ lakhs to Rs. 82½ lakhs, and their paid-up share capital from Rs. 10 lakhs to Rs. 11¾ lakhs. At present only 14 of these banks have appointed paid secretaries or assistant secretaries. The number of unions decreased from 13 to 12 in the year under review; but they are reported to be neither successful nor popular in Bengal.

Agricultural societies have increased in numbers from 2,067 at the end of 1915-16 to 2,857, 3,374 and 3,923 at the end of the years 1916-17, 1917-18 and of the year under review, respectively. Practically all the new societies formed during the year were of the type based on shares, a type re-introduced during the year. Many of the old societies have also now adopted bye-laws providing for shares. During the year the membership increased from 125,590 to 134,755, and the working capital from Rs. 80½ lakhs to Rs. 92¼ lakhs. Much good work was done by the department in the direction of the purification of societies. Large societies of which the membership was too large to admit of the members being thoroughly acquainted with one another were split up; but the most important work of this description was the nursing of bad societies in the attempt to improve them and the liquidation of incurably bad societies. No less than 81 societies were liquidated during the year, against 29 in the previous year; and, as a result of the facilities afforded by the Bengal Public Demands Recovery (Amendment) Act, 1918, realisations in societies under liquidation have been more than three times as much as the total in all previous years. Most of the unsoundness in the societies is due to the dishonesty of office-bearers; but the hope may be confidently expressed that with the more stringent system of audit now in force, the prosecution of certain dishonest office-bearers and the awakening of the members of the societies to the fact of their unlimited liability, the day of dishonest office-bearers will be gone. It is gratifying to note that many instances of the excellent social, moral and economic efforts of the societies continue to be reported. In particular, it is significant of the ultimate practical effect of the existence of the societies that in the Gaibandha subdivision a group of societies maintain that they have not only reduced the rates of interest normally charged in the area for themselves, but for all other residents in it.

Considerable activity was displayed during the year in the development of agricultural non-credit and non-agricultural societies, of which the number increased from 17 and 203, respectively, in the previous year to 31 and 262 in the year under review. First and foremost may be mentioned the Naogaon Ganja Cultivators' Co-operative Society, Limited, which has successfully ousted the *ganja* brokers. During the year it realised a profit of Rs. 3 lakhs. Its

activities are now being expanded in the direction of a purchase and sale society, cattle insurance, a demonstration farm, education, medicine, relief of distress and town improvement. In fact it is making a bid, justifiable both on the grounds of efficiency and financial stability, to monopolise the local self-government of the *ganja* mahals. Owing to the importance of its work Government has lent to the society the services of Khan Bahadur Ata-ur-Rahman, Deputy Collector, as its chief executive officer. Next in importance comes the development of the weaving industry, particularly in the district of Bankura. The number of weaving societies has increased from 65 to 100, 28 of which were added in Bankura; and towards the end of last year the organization of the Bankura Industrial Co-operative Union was effected. At the beginning of the year, however, the prospects of the union were blank owing to the fluctuations in the price of yarn and of piece-goods, but two good orders which were received about Christmas time were so well executed that they put the union on its feet. At the end of June 41 societies were affiliated to it. A credit of a lakh of rupees was given by the Federation and a guarantee against loss of a quarter of a lakh was given by Government to the union in order that it might give relief by employment to weavers during the famine in Bankura. The guarantee has not been drawn on. On the contrary a profit was made and 500 families of weavers were kept off the famine-relief works. The Governor in Council is indebted to the Revd. Mr. A. E. Brown and Professor Banerjee for the success of this scheme. Nevertheless there are still many obstacles to the development of these weaving societies in Bankura to be surmounted by co-operation. Amongst other societies may be mentioned the milk societies in the neighbourhood of Calcutta which are beginning to be reckoned with as of importance in connection with the supply of pure milk to Calcutta; the Sundarbans Supply and Sale Society at Khepupara which cleared a profit of Rs. 6,000 over its rice transactions; the Khelar Irrigation Society in Midnapore where the fields irrigated by the society yielded four or five times as much rice per bigha as the adjoining lands which were affected by drought; and the Central Co-operative Anti-malaria Society which was organised at the end of the year with the object of propagating the formation of primary anti-malaria societies in the mufassal and to assist them when formed. Several eminent medical men are associated with this society.

The Bengal Co-operative Organisation Society has attracted to itself representative men from the land-owning, mercantile and professional classes and has completed a year of useful propaganda. The circulation of the Bengal and Bihar and Orissa Co-operative Journal, which it took over, has increased, whilst its Bengali equivalent, the "Bhandar", is much appreciated by an increasing circle of readers. Three pamphlets were published by the society during the year and arrangements were made for a course of public lectures on co-operation. As a result of a University conference held under its auspices a committee was appointed for propaganda in the University and colleges. The society also participated in the Dacca.

Mymensingh, Howrah and Khulna exhibitions. The Governor in Council is glad to notice that so much useful work has been done by the society.

Registrar's Report for 1918-19.

GOVERNMENT REVIEW.

[Bihar and Orissa.]

That ten new central banks have been started and 458 new societies, of which 30 are non-agricultural, have been formed during the year is a matter for congratulation, the more so as the energies of District and Sub-divisional Officers were necessarily diverted to war activities in the earlier part of the year and later to meeting the difficulties of the economic situation. The organization of 21 new guarantee unions, whose function and importance have been described in previous resolutions, is also satisfactory. The Lieutenant-Governor in Council however agrees with the Registrar that still more rapid progress in the organization of these unions is needed to secure a more intimate control over the primary societies than the central banks can exercise and to afford the best rural co-operators more opportunity for learning to manage their own affairs.

The growth of non-agricultural societies must necessarily be slow, as such societies require a higher degree of intelligence in their members, and a more intricate organisation than mere money-lending societies. The Lieutenant-Governor in Council is therefore pleased to observe the lead given by Government servants in starting four new societies, the increase of Co-operative stores from six to twelve, and the rapid development of the Secretariat Co-operative Stores. He also notes with interest the increase in the number of weaving societies, of which the Ranchi Weavers' Store forms an excellent example. On the other hand the failure of the Bihar Co-operative Agricultural Association to sell the potatoes grown by its members at a fair profit illustrates the danger of attempting difficult business transactions without an adequate knowledge of business methods. It would seem that success in such transactions can only be assured when societies have raised a much larger capital than at present and are in a position to employ business managers. The suggestion of the Registrar that an Agricultural Inspector should be appointed for every central bank must wait till the proposals for the re-organization of the Agricultural Department have been approved by the Secretary of State. The close co-operation of the Agricultural with the Co-operative Department is a matter of supreme importance; and the value of the central banks, the guarantee unions, and the primary societies as an agency for propaganda of tried improvements in agriculture is fully realized.

The progress of the Provincial Bank has been fairly satisfactory. But in view of its importance to the stability of co-operative finance, the Lieutenant-Governor in Council hopes that investments from the

outside public, particularly from Biharis, will show a large increase in the near future; and he trusts that special attention will be devoted to the advertisement of the soundness and value of such investments among the wealthier classes in Bihar.

The initiation of the Co-operative Federation for audit and other purposes marks an important stage in the growth of the Co-operative movement. Societies, by means of the Federation to which they contribute, will bear the major part of the costs of audit, and will no longer depend primarily on grants from Government.

The Lieutenant-Governor in Council hopes that local bodies will co-operate with more enthusiasm to give effect to the policy of making grants-in-aid for primary schools to co-operative central banks and societies. It is the policy of Government to substitute the grant-in-aid for the stipendiary system wherever possible. Local bodies should seize every opportunity to encourage co-operative institutions desirous of maintaining schools.

Report for 1918-19.

The following table gives a general summary of progress.

Year	Societies			Total	Remarks
	Central	Non-Agril.	Agrl.		
1	2	3	4	5	6
<i>Number of Societies.</i>					
1917-18	21	64	1,616	1,701	
1918-19	31	94	2,044	2,169	
	+10	+30	+428	+468	
<i>Membership.</i>					
1917-18	2,511	11,582	60,778	74,871	
1918-19	3,742	13,469	65,818	83,029	
	+1,231	+1,887	+5,040	+8,158	
<i>Working Capital.</i>					
1917-18	21,44,436	3,34,783	29,81,629	54 60,848	
1918-19	26,42,036	4,68,573	34,27,905	64,92,261	
	+4,97,600	+1,33,790	+4,46,276	+ 10,31,413	

The following comparative table showing the rate of progress in other provinces will be found interesting :—

Name of Province	1912-13		1917-18		Increase	
	Central	Total No. of Societies	Central	Total No. of Societies	Central	Total No. of Societies
1	2	3	4	5	6	7
Madras ...	11	1,067	20	2,698	82%	152%
Bombay ...	4	522	10	1,640	150%	214%
Bengal ...	17	1,102	53	3,591	212%	226%
Bihar and Orissa ...	8	585	22	1,702	162%	191%
United Provinces ...	51	2,479	51	3,040	Nil.	23%
Punjab ...	34	2,811	45	3,983	32%	42%
Central Provinces ...	35	1,414	33	3,694	Decrease	161%

Increase in percentage in Bihar and Orissa during 1918-19.

	Number on 31st May 1919	Increase over last year	Percentage of increase over last year
Central ..	31	10	47
Societies ..	2,138	458	27
Guarantee Unions ..	42	21	100

Co-operative Societies in Assam.

ADMINISTRATION REPORT FOR 1918-19.

The following figures show the chief features of progress and the general position of the movement as compared with the previous year :—

	Societies		Membership		Working Capital	
	1917-18	1918-19	1917-18	1918-19	1917-18	1918-19
1	2	3	4	5	6	7
Central Banks ...	9	15	893	1,149	3,90,104	4,29,218
Unions ...	3	3	62	57	...	...
Agricultural Societies ...	313	333	15,950	11,465	4,59,774	5,04,616
Non-Agricultural ...	27	36	2,278	2,750	2,42,567	2,93,102
Total .	352	387	19,183	15,421	10,92,445	12,26,966

The number of societies of all classes except unions increased. The

total number of societies increased by nearly 10 per cent. The large decrease in membership of agricultural societies is due mainly to the heavy mortality from influenza during the year. On the whole decrease in membership amounted to nearly 20 per cent. The working capital of all classes of societies showed a satisfactory increase.

Central Banks.

The paid up share capital of the central banks increased from Rs. 59,828 to Rs. 68,411 and the deposits from individuals and societies amounted to Rs. 3,31,825 against Rs. 3,10,960 of the previous year. The profits of central banks amounted to Rs. 12,240 and the reserve funds increased from Rs. 19,316 to Rs. 29,012. The paid up share capital and the reserve fund together amounted to 20·4 per cent of the total working capital. The proportion of the paid up share capital and reserve fund combined to the total working capital was 17·5 per cent in Bengal and 11·9 per cent in Bihar and Orissa during 1917-18.

There was a marked decrease in the total amount issued in loans to primary societies, being only Rs. 27,655 against Rs. 77,474 of the previous year.

General.

The policy of the department has been to get rid of the worst societies, to develop those that are working well and to start new ones where circumstances are favourable. During the year under review, some progress in consolidation and expansion was made. In order to localise finance and provide funds for new organisations some new central banking unions were established. Everywhere in India the progress of co-operation is towards genuine federation, but such progress must be based on true and sound foundations. In other words we must first make our central banks federations of primary societies rather than groups of individuals. It is only when our central banks become genuine federations embracing within their folds the majority of the rural societies that we can attempt to obtain credit from outside or joint stock banks either by the formation of an apex bank in the province or preferably by organising a federation of the central banks, and until this is done a speedier development of co-operation in Assam can hardly be looked for.

The absence of enthusiasm for work in connection with co-operation among both officials and non-officials is rather striking. There are a few enthusiasts here and there, but they never had the opportunity of meeting together to discuss the various difficulties of promoting co-operation in Assam and to devise means for overcoming the same. In other provinces co-operative conferences are periodically held. I believe such conferences if held in Assam will be productive of much good.

EDUCATION.

Female Education in India.

GOVERNMENT OF INDIA RESOLUTION.

Introductory.

1. On the 12th October 1915 a memorial on the subject of the education of girls in India was presented to His Majesty's Secretary of State for India by an influential deputation. The memorial emphasised points which had long caused anxiety to the Government of India—the insignificant number of girls under instruction, the disparity in this respect of the condition of the male and female portions of the population and the consequent danger to the social well-being of the Indian community. It recommended the formation of a representative committee to enquire into the whole subject. Mr. Chamberlain, in welcoming the deputation and agreeing with it as to the importance of the subject, observed that similar representations had apparently not been made in India, indicated that the times were not propitious for the launching of schemes which carried serious financial consequences and left the question of a committee to be decided by the Government of India. The memorial was forwarded by the Secretary of State with his Public despatch No. 191, dated the 5th November 1915. The Government of India deemed it preferable to invite local Governments to obtain the opinions of competent persons, local bodies, existing committees and other authorities and to forward them with an expression of their own views. The replies have been received and furnish a mass of valuable evidence upon a difficult subject.

It was the intention of the Government of India to place their views on this important subject together with those of the local Governments before the public by means of a Resolution. Various causes led them to postpone this action. The issues connected with the education of boys, which, as explained in their circular letter No. 750, dated the 2nd September 1918, had long been under consideration, the questions of organisation raised by the Report on Indian Constitutional Reforms, and finally the desire to await the views of the Calcutta University Commission, all these afforded ample reason for delaying their pronouncement upon so vital and so difficult a matter. Though these causes still to some extent operate, it is now possible roughly to forecast the influences which will affect education, and the Government of India are no longer willing to withhold their pronouncement upon the conclusions at which they have arrived. The replies sent by local Governments with their enclosures run to great length.

It has therefore been decided not to reprint them, though it is possible that some local Governments may desire to publish them. The views of the Calcutta University Commission are now public property and an off-print of the chapters dealing with the education of women has been made.

2. Even now those conclusions can be put forward only with the reserve demanded in a subject regarding which it is difficult to dogmatise for the whole of India. In their Resolution No. 301 C. D., dated the 21st February 1913, the Government of India recognised that the existing customs and ideas opposed to the education of girls require different handling in different parts of the country and hesitated to lay down general lines of policy which might hamper local Governments. They contented themselves with commending five points for consideration. They adhere to those general propositions, which, especially that regarding the type of education to be imparted, will be found repeated in the present Resolution also.

3. The difficulties which retard the education of girls in India are too well-known to require elaborate repetition. The Calcutta University Commission have emphasised those arising from early marriage, *purda* and the distrust of western education. In doing so they have described the condition of things prevalent in Bengal. Not all those difficulties are found or at least found in an equal degree in all parts of India, in some of which, for instance, the institution of *purda* is for the most part unknown. But the extent to which obstacles arising from these causes, from conservatism, from ideas of caste, etc., influence the result is evident from the fact that only 0·9 per cent of the Hindu female population in India and 1·1 per cent of the Muhammadan is under instruction; while among Europeans, Anglo-Indians, Indian Christians and Parsees, the percentages are 23, 8·3 and 14·6 respectively. The paucity of educated girls in the larger communities is a matter of profound concern to the Government, as it was to the deputation which waited upon the Secretary of State. The disparity between the numbers respectively of boys and girls under education constitutes, as that deputation remarked, a grave danger to social well-being. The problem is as yet hardly an educational one. It has its roots in the very fabric of society and only a radical change in the life, customs and ideals of the country will effect its solution.

4. Nevertheless the progress that has been made is far from negligible. The total number of girls at school at the time of the Education Commission of 1882 was 127,000. In 1915-16 the year in which the deputation waited upon the Secretary of State—it was 1,186,000 and in 1917-18 it was 1,264,000. Expansion in recent years has been partially checked by the effects of the war. But it is noticeable that in ten years between 1907 and 1917 the number almost doubled. In 1882, again, the proportion of girls to boys under instruction was 1 to 20. In 1917-18 it was 1 to 5·3. This expansion has been due largely to the labours and enthusiasm of a number of philanthropic individuals

and societies and partly to a gradual improvement in public sentiment in some of the urban areas. It is also largely due to the constant pressure and perseverance of the educational officers of Government, male and female, who in the face of much discouragement have maintained their efforts for further development—sometimes in the face of apathy and suspicion. The question has been reviewed from time to time as by the Commission of 1882 and in the Government of India resolutions of 1904 and 1913. Programmes of expansion were requested from the local Governments in 1911 and 1913 and the subject has been carefully considered in recent years by the provincial Governments. Conferences have been held, opinions collected, policies outlined, special committees appointed, new schools opened, new arrangements made for training and inspection and new subjects introduced into the curricula.

5. Thus the expansion in numbers has grown with enhanced rapidity in recent periods and the interest taken in the subject has increased. It is on the interest evinced by the public in the education of girls that future development primarily depends. As the Calcutta University Commission have pointed out, the paucity of private effort (as distinct from Government and missionary effort) in the matter of the post-elementary training of girls which characterises Bengal is not discoverable in all parts of India; and in the city of Bombay alone there are nine private high schools for girls. Indeed in some parts of the Bombay Presidency private effort has manifested itself in a remarkable manner. The success of two women's colleges in Madras is conspicuous and significant. Improvements in the quality of education of the male sex are calculated to produce a corresponding influence in the attitude towards the upbringing of women. The loosening in some areas of the joint family system will force younger women, no longer under the tutelage and often the conservative influence of their elders, to seek in education some equipment against the calls made upon them by a new environment. The gradual changes, social and economic, which are slowly permeating the country are bound to have their effect and will in the course of time more and more be reflected in public opinion.

6. Turning to certain characteristics of the educational system which are often regarded as inimical to the development of girls' education, it must be admitted that the influence of such defects as exist is very small in comparison with that of the larger causes which have been mentioned above and, with the disappearance of those causes, such defects are likely to find their own remedy. The chief difficulties which may be termed educational are the following:—

- (i) The difficulty of providing an adequate supply of competent teachers. Resort is still necessary, and is for many years likely to be necessary, to the employment of foreigners and members of the domiciled community. Their services are expensive. Indian Christians are also available; but in many places, it is understood, orthodox opinion

prefers instruction by members of the faith professed by the majority of the pupils. Hindu and Muhammadan women adopt the teaching profession only in small numbers. The employment of men in girls' schools is generally deprecated.

- (ii) The unsuitability of the curriculum. It is frequently asserted that the curriculum for girls too closely follows that for boys. Over half a million girls are studying in boys' schools; and for these it is not easy to devise any suitable system. In secondary schools there is a tendency on the part of many parents to oppose any course save that laid down for the university matriculation. Elsewhere attempts have been made to introduce a variety of courses. The question whether these attempts go far enough is discussed below.
- (iii) The dominance of the examination system. This defect prevails only in post-elementary institutions and to a much lesser extent in middle than in high and collegiate institutions. But the extent to which, at least in Bengal, it affects higher instruction is forcibly pointed out by Sir Michael Sadler's Commission. Secondary education for girls, says their Report, "labours under exceptional difficulties in Bengal; it is surrounded by prejudices: it is distorted, even more unnaturally than the education of boys, by the malign influence of the examination fetish." The Commission "feel that the schools must be saved from the desolating domination of the examination system which now mischievously influences all their work."

In addition to these three main defects, there are others of minor importance. In the following paragraphs the different grades of education will be considered and suggestions made for improvement with special reference to the difficulties mentioned in this and in preceding passages.

Primary Education.

7. More than nine-tenths of the girls under instruction are in the primary stage. Of a total of 19,395 primary schools, 554 are managed by Government, 3,106 by local bodies and 15,735 by private agency. Of these last, 13,067 are in receipt of aid from public funds. The Government of India have laid down the principle that local bodies should assume a more direct responsibility for the evolution and management of primary education. In their circular letter No. 873, dated the 19th September 1915, they suggested the withdrawal, whenever this is reasonably feasible, of such restrictions as at present exist on the activities of local bodies regarding such matters as the provision of buildings, the hours of attendance, the grant of holidays, the rates of pay, the levy of fees, the disbursement of grants-in-aid, the creation and filling up of appointments, the punishment and dismissal of teachers and (subject to certain conditions) the opening and closing of schools. Difficulties

Management by local bodies.

have been anticipated by some of those consulted in the application of these suggestions to girls' schools. Some local bodies have not evinced much interest in the education of girls. There is a tendency to subordinate it to that of boys. Expert opinion is often lacking. On the one hand Government, on the other some special sort of agency, is regarded as a suitable organisation for the management of institutions. The Government of India have carefully considered these opinions. Where Government already manages schools, they have no desire to see the system radically altered, since the existence of such institutions evinces the interest of Government in this branch of education and sometimes results in the maintenance of model institutions. Still less do they desire to interfere with privately managed schools, the good work done by many of which they are glad to recognise. But in view of the relation between boys' and girls' education, the advisability of engaging local sentiment and interest to the utmost and the policy of strengthening local bodies by the delegation to them of large and important functions, the Government of India maintain that those bodies, already constituted as the proper agencies for the diffusion of elementary instruction, must continue to be such in the case of girls and that upon their enthusiasm and the capability for management which they display the future of girls' primary schools will largely depend. The same remarks apply to the divisional boards recently set up in Burma where there are no district boards.

8. At the same time the Government of India realise that local bodies, as at present constituted, may sometimes be found lacking in zeal for girls' education and in the particular experience which would enable them successfully to handle it. There is no objection therefore to the establishment of advisory committees or to the inclusion of persons versed in the problem of girls' education as supernumerary members on the educational committees to which local bodies ordinarily delegate some portion of their functions. It is desirable that in such matters the assistance of ladies should, so far as possible, be utilised.

9. The most important matter for consideration in the education of girls is its wider expansion. Recent legislation has placed new powers in the hands of local bodies in certain provinces. In Bombay, Bengal, the United Provinces, the Punjab and Bihar and Orissa some classes of local bodies can now elect for compulsory elementary education in the case of boys; and in Bombay and the United Provinces the provision for compulsion can be extended to girls. It is hoped that these measures will bear fruit. In the meantime, however, local Governments and local bodies would do well to collaborate in the work of surveys for expansion. The Government of India are aware of the difficulties of the question. The grounds which lead to the opening of a Government or board school often consist in the belief that there is some demand for education at the centre selected. The results are sometimes disappointing and it is occasionally found necessary to close the school in order to obviate waste of funds. It is suggested that even at the risk of incurring expenditure which, in the first

instance, might appear unremunerative, it would be well to create opportunities for education upon some systematised plan, such as the founding of a girls' school in every centre which contains a secondary boys' school whether of the middle or the high grade. Other systems will doubtless suggest themselves to local Governments as guides.

10. In order to obviate the possibility that educational benefits may in some places be monopolised by those classes of the community which have enjoyed the larger share of them in the past, it will be necessary to keep a watchful eye upon the interests of the depressed and less fortunate classes. It is to be recognised, however, that in some cases the feeling against association with certain castes is more strongly accentuated in the case of girls than of boys. Such feeling, if it were to be ignored in favour of the principle of free admission for all, might result in the occasional collapse of a school. While, therefore, it cannot be denied that maintenance or assistance from public funds involves the right of any child to admission to an institution, some reasonable discretion to be exercised in unavoidable cases must in practice be left to local authorities and the establishment of special schools for lower castes may be found necessary in some areas.

11. Since no measure is to be overlooked which promises even a possibility of success in prosecuting this most important object, the Government of India would emphasise not only the foundation of new schools, grant of scholarships, etc., but also the retention and, if necessary, the further development of other measures which are at present found in different provinces. Thus, over 5,00,000 girls study in boys' schools. The defects of such an arrangement are fully appreciated; but in default of more adequate arrangements, it seems desirable that facilities should be offered for small girls in boys' schools where girls' schools are not to be found. Such devices, however, can in no case be regarded as a substitute for the foundation of girls' schools and it is doubtful whether the offer of special grants for girls studying in boys' schools should be retained at any centre where a girls' school is opened.

12. The general practice hitherto has been for a local Government through its Department of Public Instruction to prescribe for adoption such courses as the Department considers generally suitable, with or without a certain measure of latitude for local or individual needs. There is a good deal of public criticism of this arrangement on the grounds, firstly, that the courses do not allow sufficient variety and, secondly, that they are not properly adapted for the special use of girls. In regard to both these criticisms it is to be remembered that the bulk of the girls under primary education—over 95 per cent—are in the lower primary or most rudimentary stage of education, and that if, as is inevitable they are first taught to read, write and figure in their own vernacular the margin for a variety of subjects either in the lower or in the upper primary stage is very narrow. The period

during which girls are at school is very short and their attendance often irregular, so that out of the several additional subjects which are usually suggested for their instruction, it is impossible to expect that more than two or three at the most could be taught adequately in one school, even when teachers competent to handle them are to be found, without hopelessly overloading the curriculum and subjecting to a degree of study incompatible with their physical powers even the few girls who proceed beyond the rudimentary stages. It is however the duty of Departments of Public Instruction to review from time to time the schemes of study so that these may correspond as far as possible with modern ideas and local opinion and to suggest for the higher primary classes a limited number of alternative courses. For the rest, the procedure laid down in the circular of the 19th September 1916, already alluded to, should be followed. Account should be taken of the fact that any such alternatives are meant primarily for schools where girls alone are taught and of the varying needs of different classes and tracts and of town and country; and it would add to the authority of these schemes if they could be set forth after consultation with intelligent unofficial opinion. The courses having thus been devised, the local bodies concerned would be at liberty to prescribe for the classes concerned—both in their own schools and in those to which they give aid—the particular subjects to be studied, provided of course that the staff possesses the qualifications necessary for the teaching of those subjects.

13. Two special points arise in connection with the curriculum.

Desirability of special text books; and of religious instruction.	It is a matter for consideration whether it would not be well to produce special text-books suitable for girls in the higher classes of primary schools. In some provinces the production of special text-books is believed to have been attended with success. Second, there is a growing feeling against the exclusion of religious teaching and observances from school life, and the feeling is more accentuated in the case of girls than in that of boys. In Government and board schools such teaching cannot ordinarily be given in school hours; but the codes in several provinces admit of facilities for religious teaching out of school hours and when there is a demand for such teaching local arrangements may be made as far as possible to meet it. In Hindu schools the teaching of elementary Sanskrit, of tales from the epics or of religious music is often advocated with the object of introducing a religious element into the teaching. In schools predominantly Mahomedan the reading of the Koran is demanded and facilities for this can generally be given. The Government of India are of opinion that it would not be advisable to lay down any uniform system to be followed in all localities in respect of religious teaching either for boys or for girls but they feel that in the case of girls a rather greater degree of elasticity can be given to the curriculum in this respect and local bodies should do what they reasonably can to meet genuine local sentiment in the matter.
---	---

Secondary Education.

14. Of the girls at school something less than two per cent are in the secondary stage, but the influence of Management by private bodies. this stage of education on the future of the country is very considerable and the problems which it presents are among the most difficult in the educational administration of the country. The management of the existing secondary schools is almost entirely in private hands, Government having but few schools of its own and local bodies fewer still, though the bulk of the schools receive financial aid from Government. In the case of boys, primary education is quite as much as local bodies can undertake. They may be expected to interest themselves in girls' primary education also. In these circumstances and for various reasons they cannot be expected to do anything substantial for girls' secondary education. It will probably be necessary therefore that the general control and supply of funds should rest with the Government, but this need not involve the management by Government of any large number of schools. The working of secondary education among girls is a matter of some delicacy in which a special degree of elasticity and personal feeling is required which Government can seldom hope to provide as adequately as private societies or individuals, and the general form of management should as at present be of a private character, aided by funds from Government, and under Government inspection and control. It would seem advisable, where possible, to associate with the Education Department one or more advisory committees, consisting as far as possible of ladies, similar to that previously constituted by the Government of Eastern Bengal and Assam. Such committees would be unnecessary where secondary schools are under fairly effective managing boards, and the personnel of the advisory committees would largely be a repetition of that of the managing boards of the several schools. Efforts, however, might be made to induce the school authorities so to constitute their own boards as to render them, as far as possible, responsive to local public opinion as regards the character of the education to be imparted in the schools.

15. There is no point upon which there is a greater diversity of opinion than the character of the secondary education which should be imparted to girls. Secondary curriculum.

As in other countries, there are two main schools of thought. The difference between them is for various reasons more marked in India than elsewhere. The one school would bring up girls on lines as similar as possible to those laid down for boys and would prepare them for a university career. The other would prepare girls primarily for home life and hold that women should be educated in all that concerns enlightened mothering, a good standard of maternal physique, better care of infancy, appropriate feeding, care and management of children, effective attention to children's diseases, and generally to their physical condition, good sanitary environment and other matters of domestic concern.

16. This question has been discussed at length in the opinions which reached the Government of India as a result of their reference. The Government of India have also had the advantage of the views of the Calcutta University Commission on this subject and on that of the collegiate education of women. The portions of the report of the Commission which deal with this subject are Chapters XIV and XXXVI, together with certain recommendations in Chapter LII. The condition of things, which the Commission reviewed in Bengal, is not entirely reproduced in other parts of India, although the inadequate number of girls' schools may be regarded as a common feature.

17. The Commission recognise as already in existence two types of secondary schools. They suggest that in future schools should be so organised as to meet, on the one hand, the needs of the majority who will spend their lives in the *zenana* and whose education will cease at an early age and, on the other hand, those of the small but important minority who will take to professional service or play a part in the progressive section of Indian society. Both these types would fall under the general control of a body which the Commission call the Board of Secondary and Intermediate Education. It is an important part of their proposals that this board should generally manage the education now classed as secondary and also that which at present ends with the Intermediate examination. They propose, however, for schools for the former type of girls (which they denominate *pardanashin* schools) a special body acting under the board and consisting very largely of women. For girls of the second type they consider that the maintenance of schools of the existing pattern will still be necessary and that the standard of attainment should as nearly as possible correspond with that of boys' schools. At the same time the subjects of the course might with advantage be modified so as to avoid too sharp a differentiation between the *pardanashin* and the non-*parda* school. The Commission have recommended the creation of a standing committee on girls' education which would be advisory to the Secondary and Intermediate Board and which would frame the curricula and conduct the examinations for these schools. The Government of India have not yet fully considered the various proposals of the Commission. They recognise that the creation of *pardanashin* schools will be a matter of difficulty and of very great expense and they do not overlook the obstacles which in some parts of India have stood in the way of what is now known as the system of *zenana* classes. They fully accept however the two principles which underlie the proposals of the Commission, namely, the modification of the curriculum in order to suit the needs of girls and women of different classes and, secondly, the utilisation of the advice of ladies in formulating a suitable system of instruction. They also heartily endorse the statement of the Commission that the *pardanashin* school will eminently be a field for the munificence of enlightened Indians, without whose aid and encouragement schools of this type are scarcely likely to come into existence or to thrive.

18. The oppressive effect of examinations upon girls has been a matter of constant complaint. The Govern-

Effect of examinations.

ment of India endorse the view of the Commission that in the case of *purdanashin* schools there should be some form of examination at the end of the course, but that it should not be compulsory and that it should be differentiated from the corresponding examination for boys and conducted in part through oral tests by competent women visiting examiners; and that in non-*purda* schools it would be the duty of the Secondary and Intermediate Board to ensure that the standards of attainment represented by the examination correspond to those of the examination for boys, though this would not imply the use of identical papers, nor preclude the use of oral tests or the weighing of records of school work, which in view of the small number of pupils concerned would be specially practicable and easy.

19. The remarks made above apply especially to high schools.

Importance of middle English schools.

But for a long time to come the middle school will represent an institution of great importance in the education of girls, seeing that in view of the paucity of high schools, the great expense involved in their maintenance and the social causes which still hamper progress, the middle school is likely often to remain the only institution to which the majority of girls who desire education above the elementary stage can aspire and beyond which it will be impossible for many of them by reason of social exigencies, etc., to proceed. Opinions are divided regarding the stage at which the teaching of English should commence. This is one of those matters in which the Government of India consider that respect should be paid to local opinion. It is obvious, however, from reports which have reached them that the value of English education among girls is much appreciated and they would strongly urge upon local Governments the advisability of establishing a close network of Anglo-vernacular middle schools which will provide women suitable for training as teachers of lower classes and will perhaps more than any other type of institution disseminate an interest in the advancement of girls' education.

Collegiate Education.

20. The number of girls at present studying in Arts Colleges is 914. The Calcutta University Commission

Collegiate education of women almost non-existent.

have declared that the intermediate classes do not properly form a part of collegiate or university education. If this proposition is accepted (and it had previously been put forward by various authorities in India) then the number of girls who are doing real university work is infinitesimal—in the three colleges in Calcutta the Commission found that there are only 53 students attempting such work. The Government of India, however, are impressed with the success (already mentioned) of the two women's colleges in Madras.

21. Among the recommendations of the Commission are the following. In view of the small number of girls concerned, the work of the intermediate and degree stages might continue to be

Calcutta University Commission's recommendations.

carried on under the same direction and by the same teachers, though, so far as possible, the intermediate work should be done by school methods and should also be developed at some selected high schools. There is need for inclusion in university courses for girls of subjects which are likely to appeal specially to women. A Board should be constituted in the reorganised University of Calcutta on lines (similar to the standing committee advisory to the Board of Secondary and Intermediate Education), which would organise the provision of advanced education and make proposals regarding the adaptation of the degree courses to the needs of women, subject to the approval of the academic authorities of the University. On the difficult subject of economy in university training for women the Commission emphasise the need of co-operation among the colleges. They consider that, while university classes should as a matter of principle be open to qualified women students, under existing circumstances such facilities will be very little used. The conditions which prevail in Bengal in this respect are not to be found in all portions of India. In Bombay and elsewhere a certain number of women study in men's colleges and this is particularly the case in professional colleges. The Government of India, however, fully realise the desirability of instituting separate collegiate institutions for women staffed by women, but with arrangements, if necessary, for lectures in certain subjects by the professors of neighbouring men's colleges. Their views upon the other recommendations of the Commission must naturally await the consideration of the Commission's proposals for university education as a whole.

Training of teachers.

22. It is desired on all hands that schools should be staffed by trained women teachers; but the number of Indian ladies who are willing to teach or capable of doing so is yet limited. The number of these under training has indeed shown an appreciable increase during recent years and now stands at 3,096 as against 2,234 in 1915. These numbers, however, are altogether inadequate. It is therefore often unavoidable to employ to a large extent the services of mission societies, of English ladies specially recruited and trained, of members of the domiciled community and of Indian Christians. The labours of these classes of workers are responsible for much of the progress which has already been made. Naturally, however, there is a feeling in many quarters that Indian girls should be instructed by those of their own race and creed. A considerable number of European ladies at present employed in education in India are actually engaged in the preparation of Indian women for this profession.

23. The Calcutta University Commission recognise that women teachers of two types are required—those capable of doing high school work and of teaching through the medium of English and those who teach in primary schools and the lower classes of secondary schools. The Gov-

The great need for women teachers.

Source of supply.

ernment of India consider that the supply of the second class of teachers will best be met from among the pupils of the middle schools which they would like to see established after the pupils have undergone a supplementary course of training; and from the Widows' Homes which have been established in several parts of India. These sources of supply, however, should not be utilised to the exclusion of the existing training schools, which, on a limited scale, are doing most useful work.

As regards teachers of higher type, the Commission recognise that, if their programme of development is to be carried out, the necessary recruits can at present only be obtained from Britain or America. This remark, however (written in application to the Presidency of Bengal, though undoubtedly applicable to a large degree elsewhere), is tempered by the recognition that the more orthodox section of Indian society fears the unsettling influence of western women and that for the *pardanashin* type of schools there must be a large increase in the number of well-educated Indian women teachers. The Government of India are fully alive to the advantage of supplementing the efforts of Government by the service of competent private bodies in the task of training women teachers. They incline also to the view of the Commission that this work should not be treated as apart, that it can be carried on as a portion of the ordinary teaching work of schools and university courses and that education may fitly form a subject in the courses leading to the intermediate and degree stages. In this connection, the following passage from Chapter XXXVI of the Commission's Report is quoted:—

“We would suggest (1) that post-graduate classes in the university department of education which we shall propose should be thrown open to women equally with men; (2) that education should be introduced as one of the subjects for the degree, and that instruction for this purpose should be provided by the three Calcutta women's colleges in co-operation; (3) that an introduction to the methods of teaching should be also made one of the possible subjects at the intermediate stage, as has already been suggested in the case of intermediate stage, as has already been suggested in the case of intermediate colleges for men, and that this option should be offered in all the women's colleges; (4) that training for the L. T. diploma and for the B. T. degree should be given in the women's colleges on a co-operative system under the direction and advice of the university department of education, which might afford much assistance.”

Professional Training.

24. Apart from the training of teachers it has been recognised by many authorities, including the Calcutta University Commission, that the profession in which there is greatest need for women is the medical. After discussing the difficulties of the situation and the proposal, now abandoned, to exclude women from the Calcutta Medical College, the Commission conclude that all the existing arrangements are little better than

Training for the medical profession.

makeshifts and that until Hindu and Mussalman society has materially modified its attitude on the training of women no real solution for this problem will be possible. They consider, however, that one obstacle should be removed, namely, the difficulty of obtaining the requisite preliminary training. While it would be very expensive to provide this in any single college it might be possible to arrange for some concentration of effort among the women's colleges in Calcutta. Another suggestion made by the Commission is that as the student will later on attend mixed classes in the medical colleges it might be possible to make use of some of the teachers in the laboratories provided for men in the preliminary medical subjects. These suggestions are endorsed by the Government of India and the attention of the Governments both of Bengal and of other presidencies and provinces is invited to them.

Conclusion.

25. In some of the opinions received by the Government of India it is contended that the progress of female education is not primarily a matter of money but of social development, and it is urged that in many cases schools have been opened but have failed to attract scholars. By many others it is held that the expansion of girls' education is mainly a matter of finance and that if only more money can be spent on schools and on the training of teachers the number of scholars will rapidly advance. There are doubtless parts of the country in which the former of these views is a correct representation of facts. There are tracts, however, where substantial sums of money can be spent usefully in starting new schools, in strengthening the inspectorate, in experimenting with widows' homes, secondary schools of the types described above, and the like. Where anything can be done by the expenditure of money in such cases it is hoped that local Governments and local bodies will be liberal in doing what their resources permit. At its present stage the education of girls needs more financial fostering than that of boys; primary education must mainly be free; scholarships and studentships must be given more lavishly; grant-in-aid must be calculated more generously; and the greater expensiveness of secondary education has to be practically recognised. For part of the expenditure involved it is hoped that private endowments may be forthcoming, and so far as public money is required the responsibility rests primarily with the provincial Governments and the local bodies concerned. The Government of India have of late years given considerable grants to help in various educational activities, more especially in primary education and the training of teachers, and the utilisation of these grants is by no means confined to the education of boys. But since the impending changes in the relations between Imperial and Provincial finance will in all probability involve the complete dissociation of the former from educational expenditure in the provinces, the provincial and local agencies will become not merely primarily but exclusively responsible for the future development of the education of girls. It will rest with them to decide how far they will be able to

devote public money to furthering this form of education, and it is hoped that the suggestions which have been put forward in the preceding paragraphs will be of assistance in indicating the objects on which such money can most usefully be spent and the directions in which the education of girls can most profitably be guided. Hitherto the difficulty has often been not so much in the actual provision of funds as in the discovery of opportunity for their fruitful expenditure. There can be little doubt that in future such opportunities will largely increase. Although it has to be admitted that the total number of girls under education is at present infinitesimal, the progress made in the last few years is significant, the interest now evinced in the subject is a hopeful sign and the enhanced rate of development in the education of boys, especially in its higher branches, is bound to influence favourably the popular attitude towards the education of girls. There is every reason, therefore, to hope that the demand for girls' education and the supply of means to foster its growth may in the future so react upon each other as to provide for an early and substantial development of this important factor in the progress of India.

Public Instruction in the Punjab.

PROGRESS REPORT FOR 1918-19.

Educational Improvements.

For the convenience of the general reader it is usual to enumerate in this chapter the more important developments introduced during the year. The following list includes only those measures which have some general effect on the educational system of the Punjab :—

(a) Primary education—

- (i) The scheme for the expansion of vernacular education in rural areas to which a reference is made in paragraph 26 of last year's report, was brought into effect by the issue of the circular in August 1918.
- (ii) The Punjab Primary Education Act of 1919 was passed by the Legislative Council.

(b) Secondary education—

- (i) Regulations for the institution of a Matriculation and School Leaving Certificate examination were framed by the Punjab University.
- (ii) A comprehensive scheme for the introduction of agricultural teaching in Middle and High schools was approved by the Local Government and a non-recurring grant of Rs. 4,69,000 was received from the Government of India to cover initial expenses.
- (iii) A system of manual training centres for High schools was instituted.
- (iv) Rules were framed under the Land Acquisition Act for

the purchase of land for schools under private management.

- (v) Standard provident fund rules for aided schools were drawn up and a system of special grants from provincial revenues sanctioned to encourage the acceptance of the new rules.
- (vi) The Subordinate Educational Service was revised, the service being divided into two sections, one for English masters and the junior inspecting staff, one for classical and vernacular teachers.
- (vii) The revision of the school courses, involving the postponement of the teaching of English to the 5th class and the introduction of optional English into vernacular middle schools.
- (c) *Collegiate education*—
 - (i) Proposals were submitted to the Government of India for the opening of two Government Intermediate Colleges at Multan and Ambala.
 - (ii) Regulations for the establishment of Honours schools were passed by the Punjab University.
- (d) *Training and inspection*—
 - (i) Sanction for the strengthening of the staff of the Central Training College by the addition of three new posts in the Indian Educational Service and four new posts in the Provincial Educational Service was received from the Secretary of State. This will enable the College to increase the output of trained secondary teachers.
 - (ii) Four new Normal Schools for Women were opened.
 - (iii) A training class for teachers of agriculture was opened at Lyallpur.
 - (iv) An Inspectress of Domestic Science was appointed.
- (e) *Technical education*—
 - (i) A revised scheme for industrial schools was prescribed.
 - (ii) A diploma of commerce was instituted by the University.

One of the most important changes, affecting both primary and secondary education may conveniently be described here.

During the course of the year a note prepared on the school courses was circulated by Government to all local bodies, leading associations, etc., for opinion. The proposals met with general acceptance and were brought into force on April 1st of the present year. They effect important alterations in the educational system of the province and are as follows :—

- (a) School classes will be numbered in future from I to X. (This is in accordance with the recommendations of the Directors' Conference of 1917.)
- (b) Classes I-IV will form the primary department, V-VIII the middle department, and IX and X the high department.
- (c) The foregoing change involves the reduction of the Standard Primary school from five to four classes. It was

criticised (but not by local bodies or those conversant with the conditions of rural education) as reducing the standard of instruction in village schools. As a matter of fact about one-third of our rural schools did not teach above the 3rd primary standard and these will now add a fourth year to their course. Of the remainder nearly half were single teacher schools, and it was the unsuccessful attempt of single teachers to cope with five classes that was largely responsible for the stagnation of pupils in the first two classes and for the other unsatisfactory features of our primary schools described in the Quinquennial Report of 1917. In future no teacher will be entrusted with more than four classes or forty pupils.

The distinction between Upper and Lower Primary schools and the term elementary school is abolished; there will be one standard Primary school containing four classes in future. It will be noticed that the new Primary school provides exactly the minimum education that may be prescribed under the new Compulsory Education Act.

(d) But while these changes improve the condition of the ordinary village school the opportunity was also taken to raise the standard of education in rural areas by the institution of a new class of school, the Lower Middle school, formed by addition of the 5th and 6th (middle) classes to all large adequately staffed primary schools. This class of school is likely to become popular, and many such schools will no doubt ultimately develop into full Middle schools.

(e) Permission has also been given for the introduction of optional English in vernacular middle schools where the parents are ready to provide the initial cost, *i.e.*, for accommodation, equipment, library, etc. Full Anglo-vernacular fees are charged from the boys taking optional English. Reports show that this innovation has been widely appreciated. It is hoped that the ultimate effect of this change will be to produce one uniform type of Middle school. Meanwhile the problem referred to in paragraph 31 of the Quinquennial Report, *i.e.*, the gradual conversion of vernacular into Anglo-vernacular Middle schools to the detriment of the interests of the poorer classes of scholars, has been solved by this expedient.

(f) Another important concomitant change is the postponement of the teaching of English to the middle department, *i.e.*, the fifth class, in all Government and Board schools. This step has been taken in order to overcome the handicap from which rural boys suffered in the matter of secondary education. Hitherto English has been commenced in the fourth primary class with the result that boys starting their education in a vernacular

school (as the majority of boys must do) had to spend an extra year, when going on to Anglo-vernacular school, in a 'Junior Special Class' learning the English which their more fortunate fellow pupils had learnt in the 4th and 5th classes.

Under the new arrangement there is a uniform school course for all boys from the primary school to the University and a rural boy completing the primary or 4th standard course in a village school joins the middle department of a high school on level terms with a town boy.

In order to allow for schools catering for the more highly educated classes latitude has been left to schools under private management to commence English at an earlier stage if they desire to do so. In spite of this provision the change met with some opposition the principal argument of the critics being a probable deterioration in the standard of matriculation English. But in view of the better grounding in the vernacular provided in the Primary school by the elimination of English additional periods are available for this subject in the middle department, and educational experience everywhere has shown that a shorter concentrated study of a foreign language produces better results than a longer less intensive course.

There is incidentally a saving in school fees to parents under the new arrangement and in the cost of English staff to school managers. It is satisfactory to find that a large number of aided schools have at once adopted the revised scheme.

The effect of these changes will not be visible for some years, but they cannot but result in improved efficiency in our rural primary schools and a large ultimate increase in the number of rural boys (and 90 per cent of the population of the Province is rural) who proceed to a secondary school.

EXCISE.

Excise Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918-19.

[Madras.]

The Government are gratified to note the increase in the consumption of 60° under proof arrack, and trust that the Board will take further steps to encourage the sale of the weaker liquor.

There is some reason to believe that the policy of closing shops has been carried out to the limit of safety in certain localities. The Board is advised to proceed very cautiously in the matter.

The Government note with satisfaction that a large proportion of the revenue demand was collected during the year.

The Inspector, Vellore Circle, is to be commended for his successful arrest of the gang concerned in the case of illicit distillation of arrack on the Mysore border.

The Government note with pleasure the good work done by the Licensing Board in Madras and the Advisory Committees in the mufassal.

The Government await with interest the results of the experiment of providing a coolies' club and canteen at the Madras Salt Depot.

Administration Report for 1918-19.

Consumption.

The subjoined table shows in one view the consumption of liquors and drugs and incidence of revenue per head during the year as compared with the previous year.

Year			Consumption	Incidence of revenue		
			per head			
				Rs.	a.	p.
Country spirit—						
1917-18	...	...	'041 (proof gallons.)	0	6	5
1918-19	...	...	'042 (,,)	0	7	6
. Toddy—						
1917-18	...	...	2'79 (bulk gallons)	0	7	6
1918-19	...	...	2'73 (,,)	0	8	8

Hemp drugs—

1917-18	...	...	091 (tola)	0	0	5'3*
1918-19	...	..	087 (,,)	0	0	6'0

Opium—

1917-18	...	...	074 (tola)	0	0	9'9
1918-19	...	...	072 (,,)	0	0	9'9

* Revised figure.

Excise Licensing Board.

The Excise Licensing Board appointed for the City of Madras under G. O. No. 261, Financial (Separate Revenue), dated 4th July 1918, met five times during the year under report. As a result of their deliberations two toddy shops were closed and the sites of three shops were altered. Two arrack and six toddy shops were ordered to remain closed on week days from 11-30 a.m. to 1-30 p.m., on the afternoon of pay days, and on Sundays except between the hours of 11-30 a.m. and 4 p.m. on account of their proximity to mills and factories.

Excise Advisory Committees.

Under G. O. No. 60, Revenue, dated 8th January 1919, Collectors have been empowered to form Excise Advisory Committees in Unions with a population of not less than 8,000 inhabitants. During the year under review, committees have been formed in 57 unions, three each in Vizagapatam, Bellary and Salem, one in Chingleput, nine in North Arcot, eight in South Arcot, six in Trichinopoly, eighteen in Tinnevely, and six in Coimbatore. Committees have also been formed in Kistna, Malabar and Madura but the number has not been reported. The committees recommended the closure of 67 shops and the change of the sites of 121, and their recommendations were given effect to in 60 and 113 cases respectively. Shops were also closed by Collectors independently of the recommendations of the committees, either on their own initiative, or on complaints of the Police. Land Revenue, Abkari and other departments or of local boards. The number of shops thus closed in municipalities, unions and other areas was 866.

Closure of shops.

For the past 15 years it has been the practice generally to reduce the number of shops for the sale of liquor, the shops closed being for the most part those of less importance. The effect of this policy is apparent from the statistics. It probably prevented a growth in consumption proportionate to the growth in population, and lessened the number of the occasional moderate drinkers. But the closure of a shop does not *ipso facto* stop the drinking of its habitual customers. It merely means that they have to go further afield for their liquor, and that they probably drink less often but more at a time. Thus from a temperance point of view the policy of closing small shops whose custom is merely transferred to other shops

in the neighbourhood has little to commend it. On the other hand this policy has in certain areas given rise to very definite evils. It has, for example, resulted in the over-concentration of the sources of supply of toddy in some of the Northern districts in such a way that while the labourer in the fields, who rightly or wrongly considers a drink of toddy to be a necessary element of his day's rations, cannot get it legally at or near the scene of his labours, the huge shops in the large towns concentrate the drinking population and actually increase the consumption. Inquiries lead to the belief that even here drunkenness is really exceptional, but these large shops attract 'purveyors of amusements' like dancers, musicians, conjurers, etc., and there is no question that a large shop full of men drinking has a demoralising aspect and probably a demoralising effect. Hence the growth of a demand that shops should be moved outside the town on the principle, it may be, of out of sight out of mind; while there has been such an increase in illicit sales as to constitute in some places a very grave scandal.

Though as has already been noted the closure of shops may check an increase in consumption, it has always been recognized by the officers of the department at least that the policy of closure referred to above will not decrease the consumption proportionately. This is amply borne out by the figures of the last ten years which show that while the number of arrack and toddy shops have decreased from 9,099 and 16,212 to 6,352 and 11,034 respectively consumption remains practically the same. If further evidence were wanted it is to be found in the recent experiment in Salem municipality where the arrack and toddy shops have been reduced from 14 to 3 and from 12 to 6 respectively. The consumption within the municipality has as a result, decreased by half in the case of arrack, and one-fifth in the case of toddy, but this decrease has been partly made up by the increased consumption in the nearest rural shops. The District Superintendent of Police reports that the number of drunken men seen on the roads has increased; and that whereas the town shops were always under immediate police supervision, this is no longer possible now that they have been moved into the country. It is doubtful if the Salem experiment has been a successful temperance movement, but it will be continued for the next year. A further danger which the department is faced with is that of illicit distilling. Critics of the Government excise policy are apt to suppose that this danger is more fancied than real, or even that it is a myth intended to cloak the reluctance of Government to forego a rich source of revenue. That the danger is a very real one can be shown from the figures of detection in the past year in several districts and particularly from the experience in Ganjam district where shops closed on account of a local temperance movement had to be opened again because liquor was being supplied illicitly. There seems little doubt that the promiscuous closure of shops has gone as far as it can safely be carried and that for the future what is to be aimed at is the closure only of shops the demand of which cannot be met elsewhere either licitly or illicitly. On this principle a considerable number of arrack

shops have been closed during the current year in areas where the principal drink is toddy and where the illicit distillation of arrack is unknown. Such areas are to be found in the Tanjore, Ramnad and Tinnevely districts where 27, 31 and 7 shops have been closed respectively. By a gradual extension of this policy it is hoped not to wean the people entirely from the consumption of alcohol, but to substitute toddy for the more harmful spirit.

During the year 1 arrack, 25 toddy, 1 beer and 2 opium shops were opened for the first time in 29 villages in which there were no shops of the kind before. Most of these were really cases of transfer of shops to more suitable localities.

Issue strength.

With effect from 1st April 1918 the general issue strength of arrack throughout the Presidency was reduced to 35° under-proof while in seven districts, 35 shops were opened for the sale of 60° under-proof liquor-only. The quantity of alcohol in a dram of 35° under-proof and in a dram of 60° under-proof liquor is .37 and .23 of a dram respectively. The weakness of this can best be understood by remembering that a peg of whisky is a dram, and that this contains about .45 of alcohol. In a few districts the reduction in the issue strength is reported to have led to an increase in illicit distillation, but generally it appears to have had little effect on the consumption. To this extent it may be said to have done good, for it may be assumed that when the consumption in proof gallons is equal, the weaker liquor will do less harm. Of the 60° under-proof shops it is too early to speak with certainty and this experiment is being extended during the current year. The experience so far gained, however, seems to show that the 60° under-proof liquor is not popular and where stronger liquor can be obtained without much difficulty the 60° under-proof shops have failed to retain their custom. Elsewhere the bulk consumption has increased as was to be expected, but the proof consumption has generally declined. In other words water has to a certain extent replaced spirit. It is also stated that young men have found it easier to begin on 60° under-proof liquor and that its chief effect will be to increase the number of arrack drinkers. This is possible, but the evidence so far available is not enough to prove it.

Temperance measures.

The chief measures which were taken to promote the cause of temperance were the introduction of an earlier closing hour generally (8 P.M.), the removal of rural shops from the main roads, the closure of shops near mills and other works employing large bodies of labour at certain hours on pay days and Sundays, and the partial or total closure of shops on market days and festival occasions. The reports received from Collectors show that in Kistna, Guntur, Nellore, Anantapur, Bellary, Kurnool, Chingleput, Chittoor, North Arcot, Madura and the Nilgiri districts several arrack and toddy shops were closed during the last days of the Muharram and Dasara festivals

and on occasions, such as Dipavali, Pongal and New Year's Day and during certain local festivals.

Mention has already been made of the closure of all shops in the Agency tracts of Ganjam as a part of the scheme for relieving the economic depression of the hill tribes.

There have been from time to time isolated movements amongst small sections of the drinking classes towards an emancipation from the thralldom of drink—a thralldom which is economic rather than vicious, and which is condemned by them on economic grounds. When such movements have occurred they have been given every encouragement. In April 1918, there was a widespread movement of the sort amongst the Reddis in Ganjam district as a result of which the Collector closed 20 shops in the Chatrapur, Berhampur and Ichchhapuram taluks. But the enthusiasm quickly evaporated, the demand for liquor revived and the shops being closed, was met illicitly, so that the Collector was forced to reopen 16 of the shops. A similar movement is on foot amongst the Maravars in the Ramnad district and in deference to their wishes three arrack and six toddy shops have been closed in the Mudukolattur taluk. The licences for the arrack and toddy shops at Punnakayal in the Tinnevely district were revoked during the currency of the lease at the request of the villagers. There is a temperance society among the fishermen in Mangalore which is doing good work. This society erected a temperance hall which is used as a night school and for other purposes connected with temperance work. Other associations were at work in Vizagapatam, Tinnevely, the Nilgiris and South Kanara, but have so far made no representations to the authorities on which action could be taken. The Board arranged a plan with the Y. M. C. A. for a coolies canteen to be opened and managed by that body at the Salt Cotaurs Depot for the benefit of the large number of coolies employed there. Plans and estimates have been worked out, but the scheme is still only in progress.

Temperance teaching in schools.

The educational department continues to carry out propaganda in the interests of temperance in the schools by means of text-books containing lessons on the dangers of drink, stories from the Indian classics on the subject, and charts and pictures showing the dreadful effects of drunkenness.

LOCAL SELF-GOVERNMENT.

Village Administration.

GOVERNMENT RESOLUTION ON THE REPORTS FOR 1918.

[Burma.]

Sir Reginald Craddock's long and intimate acquaintance with the problems of village administration in India makes the system of village administration followed in Burma of great interest to him. He considers that the system of village administration in Burma requires to be brought up-to-date. Much of it was devised in times when the disturbed state of the country, and the necessity of adopting a system immediately after the introduction of British rule rendered certain features necessary or at least expedient. The general development of the country and the advance in education and prosperity may now render some modification of a system so introduced desirable; but there is no branch of the administration in which greater circumspection is necessary before changes are introduced, and the last thing that the Lieutenant Governor desires is a radical alteration of existing methods. Any changes that are made must be made with due caution. The development of local self-government will carry with it the development of village government of a type which must be gradually evolved from within; and not imposed from without as some brand new and exotic system imported from other countries and other social systems. The difficulties of making the changes in a most conservative community are greatly enhanced by the fact that within the limits of the province, or even sometimes in a single-district, there are differences in local circumstances and local sentiment which make rigid uniformity in system impossible. There are also among the most experienced revenue officers of the province differences of opinion as regards village administration, so pronounced as almost to be irreconcilable. Nevertheless, the Lieutenant Governor hopes that with patient thought and investigation by revenue officers, and by cautious and tentative modifications, where modifications can be safely introduced, some of the noticeable defects in village administration may gradually be eliminated. It is most desirable that the position of village headmen should come to be valued more for its dignities and for its representative character than for the actual emoluments attached to the office. The village headmen must not be the village drudge at the beck and call of every petty official. Such dignities and such representative character have not been found out of keeping with hereditary claims to the office in India and there is no reason why they should be incompatible with similar hereditary claims in Burma. If the office of headman is only to be

valued for its emoluments, then no emoluments that the Government could possibly give would be sufficiently attractive. The ideal headman should not be dependent for his living on the commission that he gets. He should be a landholder of some status who commands the respect of his fellow villagers and is acknowledged to be *primus inter pares* among them, but remuneration by way of commission naturally cannot be ignored as an element in the appointment and efficiency of village headmen. Thus emoluments should be in direct proportion to the responsibilities and trouble entailed on him by undertaking the headmanship, and it is by the reduction of the trouble entailed upon him and by the curtailment of his out of pocket expenses, rather than by large and expensive increases to the emoluments of headmen generally, that efforts should be made with the object of increasing the attractions and dignity of the post. It is towards progress in these directions that the Lieutenant Governor desires that revenue officers should turn their minds leaving changes in the hereditary system to come about not by decree of Government but by change of sentiment among the people concerned. So long as small communities themselves favour a system of hereditary leaders there is nothing to be gained by acting in conflict with their sentiments. In the major ryotwari provinces in India there is no greater check on the good conduct of village headmen than the knowledge that grave misconduct on their part can in the last resort be punished by the exclusion of the family from all future participation in the headmanship. The constant oppression of villagers by a village headman would certainly be regarded as a reason for his removal, and in extreme cases for barring a family for a considerable period, or even permanently from its hereditary claims to this office. There is no question in those Provinces, however of arbitrary removal; the rights of the headman are protected by law, and unless he is guilty of the most flagrant misconduct he is secure; or if the individual is deprived of his office, a more worthy member of the family takes his place. He is therefore never a mere official, but a sturdy representative of village life and sentiment. The result is that the office is so valued that the check on the conduct of the holder is very close, and extends far beyond the money value of the emoluments.

Local Fund Code.

GOVERNMENT ORDER ON THE COMMITTEE'S RECOMMENDATIONS REGARDING ENGINEERING MATTERS.

[Madras.]

In passing orders on the recommendations of the Committee appointed to examine the Local Fund Code in regard to the directions in which the restrictions on the powers of local boards could be removed, the Government reserved for further orders, among others, the suggestions of the Committee in regard to engineering matters.

These have now been considered and the Government proceed to pass the following orders on the subject.

One of the recommendations of the Committee is that the boards should be authorized to empower assistant engineers to deal finally with estimates up to limits to be named by the boards and that assistant engineers should be held to be responsible for the accuracy and completeness of all drawings and estimates submitted by them within these limits. This recommendation is accepted. For the present, the powers of assistant engineers will be limited to estimates costing not more than Rs. 500 and it is open to each board to decide for itself the limit in regard to each of its officers.

Another recommendation of the Committee is that, although Superintending Engineers should continue to be consulted with reference to the schedules of rates, it should not be necessary for the boards to delay sanctioning the schedule pending receipt of their remarks, but they may consider any remarks that the Superintending Engineer might offer on their receipt. The Government are advised that the Superintending Engineers need not be consulted in regard to local fund schedules of rates and that it will be sufficient for them merely to check the estimates with the schedules furnished by the local boards concerned without assuming any responsibility for the adequacy or otherwise of those rates. This suggestion is accepted.

The Committee also recommends—

(1) that the powers of district boards to accord technical sanction to estimates for ordinary works and schemes for the improvement of house-sites should be raised to Rs. 10,000;

(2) that the scrutiny of estimates by Superintending Engineers should be required only in the case of buildings and masonry works and works of a special or unusual character which are estimated to cost not less than Rs. 5,000; and

(3) that in the case of sanitary works the limit of sanction by the district board should be raised to Rs. 5,000 and that of taluk boards fixed at Rs. 2,000.

The Government accept the above recommendations of the Committee but direct that the enhanced powers be exercised only by boards which employ District Board Engineers of the first class.

In view of the difficulty of filling appointments under the present rule the Committee recommends—

(1) that Upper Subordinate Certificate of the College of Engineering, coupled with a practical experience of ten years, should be considered sufficient qualification for appointment as assistant engineer, and

(2) that for sub-overseers the training received in some of the technical institutes of the presidency as well as in the Mysore Technical Institute supplemented by a group certificate of the Madras Government Technical Examinations, should be accepted provided that sub-overseers possessing only these qualifications need not be paid the same rate as is allowed to those holding the College certificates.

The Government accept these recommendations and fix the pay of the sub-overseers possessing the lower qualifications at Rs. 30, 40

and 50 for the third, second and first grades respectively. Necessary alterations in the rules will be made separately.

District Administration Reports.

DIFFICULTIES REGARDING THEIR PREPARATION.

[Madras.]

A proposal has been made that district administration reports recording the activities of the various departments in each district and giving a succinct narrative of the general progress of the district and the main problems affecting its welfare should be published in the district gazette or otherwise made available to the public. The Publicity Board have considered this proposal and have commended it to the attention of Government with the suggestion that the experiment might be tried in one or two districts. Government have given the suggestion their very careful consideration, but are of opinion that the labour involved in extracting information from the various departmental reports would be a serious addition to the multifarious duties of District officers and that while it is always open to the Publicity officer to obtain information on matters of local interest from the Collector they are not prepared to impose the task on that officer, nor does there appear to be any other officer who can suitably be entrusted with the duty.

His Excellency the Governor in Council believes that the desired result would be more satisfactorily attained if heads of districts utilized every possible opportunity of explaining to the people either in conversation or public meetings or local darbars the progress of affairs in the district, thereby maintaining public interest in matters of local importance and correcting false impressions and inaccurate information. His Excellency the Governor in Council is convinced that this method of meeting the wishes of the Publicity Board is likely to be far more satisfactory than any such compilation as has been proposed.

MISCELLANEOUS.

Administration of Bengal, 1917-18.

GENERAL SUMMARY.

Commerce and Industries.

Promises of permanent improvement in the industrial condition of the province are not wanting. The stimulated vitality indicated here has been accompanied by a definite effort at improved organization. The home industries of the province, which, it is calculated, supply means of livelihood to nearly one million people and contain valuable elements of indigenous art, have awakened wide and sympathetic interest. A privately organized body, the Bengal Home Industries Association came into existence in March 1917 with the object of fostering this branch of industrial activity and freeing the artisan from the domination of the *mahajan*, or money-lender. It has already given an earnest of its capacity by helping to dispose of products to the value of upwards of £2,000. A special officer of Government was appointed during the year to enquire into the cause of the decline of indigenous handicrafts and has made constructive suggestions, action on which only waits upon the results of the Industrial Commission. The appointment of a Director of Industries for the development and diffusion of industries in Bengal was considered a necessity sufficiently urgent to override any financial stringency, and was established in September.

Agriculture and the Land.

The Department of Agriculture concentrated its attention on extending the distribution of an improved rice-seed and an improved jute-seed. The normal area under rice in Bengal is 22 million acres, of which three-fourths is the winter crop. Altogether 1,60,000 lbs. of a very superior rice seed were distributed in 1917 on conditions likely to secure seed for 1,00,000 acres in 1918, and a subsequent intensive distribution.

Experiments for the improvement of the cattle breed in Bengal are still in their infancy. At the Rungapur Cattle Farm two herds, the one of pure indigenous cattle, the other of cross breeds by imported bulls, are maintained. Encouraging results have already been secured.

A scheme for a service of District Agricultural Officers has been sanctioned and the reports of the districts in which such officers have already been employed warrant the expectation of success for the measure.

Co-operation.

Notwithstanding the reaction upon the Central Banks of the strain on existing societies caused by the low prices obtained for the agricultural products, and in spite of exacting caution in the admission of new registrations, that growth was steadily maintained. Five hundred agricultural societies were added during the year bringing the total to nearly 3,400. Thirty-four new non-agricultural societies were formed and the number of Central Banks increased from 47 to 52. Yet to some extent the initial period of enthusiastic creation has been succeeded by a period of careful guidance and control, and the machinery for this purpose has been largely extended. Three new Deputy Collectors with the powers of a Registrar have been deputed to assist the Registrar. The number of Inspectors has been doubled, and a Chief Auditor with 14 assistants has been appointed. On the model of the Irish Agricultural Organization, a society, styled the Bengal Co-operative Organization Society, Limited, has been inaugurated to train co-operative workers, organize a library of co-operative literature and carry on propaganda by means of English and Bengali journals. The scheme for the establishment of a Provincial Bank, which had reached an advanced stage before financial conditions brought about by the war postponed the fruition of the project, had been gradually anticipated by the automatic growth of a system of investment of Calcutta capital in various Central Banks through the Registrar. This was developed at the end of the last year into a Provincial Co-operative Federation, to which within three months of its inauguration 28 Central Banks belonged. The Federation has not only attracted large sums of money transferred to it at reduced rates of interest by depositors from individual banks, but affords facilities to its members for the profitable interchange of their surplus funds.

It may seem, when the number of members so far enlisted by co-operative societies is compared with the vast population of Bengal, and when the difficulties of the handicraftsman, the agriculturist, the fisherman, which have already found casual mention, are considered, that the achievements of co-operation are small. Yet it has already driven the moneylenders of Bengal, who are the natural rivals which the movement aims at supplanting, to consider new outlets for their financial activities. It has brought a marked degree of relief and even prosperity to many; it has inculcated the principles of the elective system, of civic responsibility and of communal organization; it has created a widespread desire for literacy, and it has produced a strong movement, illustrated by some striking examples, towards social reform. Its organization has afforded the Agricultural Department a useful means of popularising improvements in cultivation and seed. But though a hopeful demonstration was made this year with a *ganja* cultivators' society, it has not yet availed to eliminate the disastrous intrusion of the middleman between the producer and his market.

Police.

The drain on the rural population of Northern India for war service diminished the supply of up-country recruits, leaving large

gaps in the ranks of the Calcutta police, but local men sought employment in increasing numbers in the rural force, while the growing attraction of the service for the educated classes was shown by the enrolment of many graduates as sub-inspectors. It was possible to spend a sum nearly double that of last year on buildings. Much, however, remains to be done in this direction, as well as in the division of unwieldy investigating centres, and the large number of resignations is disquieting.

Jails.

The records of the Jail Department show that the life of the Bengal criminal is a healthy one. The ratio of deaths per mille has fallen in the last quarter century from 43 to 15·8 in the present year and is well below the provincial average. Marked success has attended the introduction of a wheat dietary to replace in part the rice diet customary among the people of the Province. It has produced a distinct decline in bowel complaints and in general sickness, and has been voluntarily adopted by considerably more than half the prisoners.

The jails of Bengal have a creditable record of contribution to the necessities of the war. Large quantities of gunny bags and cloth, coir, fibre, castor and mustard oil, 44,000 blankets and 356,000 bandages were supplied while 600 prisoners were sent to various Labour Corps in Mesopotamia. The juvenile Jail developed considerably as an institution for the education and reform of youthful criminals. A tailoring industry was introduced, and the manufacture of quinine tablets and treatments, so necessary in the treatment of tropical diseases reached the total of 1,400,000 tubes of 20 tablets.

Local Self-Government.

The most interesting aspect of Local Self-Government at the moment is undoubtedly the development of village self-government by means of village authorities.

Under the Bengal Local Self-Government Act of 1885, the District Board is the administrative unit. The Local Boards are merely its agents, with restricted powers; the Union Committees, still further subordinate, have still more limited powers. The District Administration Committee of 1913-14, convinced of the necessity for a more elementary unit, advocated the constitution of village unions, coinciding with the existing *chaukidari* unions which administer the rural police, and proposed the devolution upon them of most of the work in connection with village roads, water-supply and sanitation hitherto performed by the Local Boards. Since these proposals were put forward considerable progress has been made in the creation of new unions, most of which are conterminous with the *chaukidari* unions and are grouped in localities where it is possible to secure for them the supervision of circle officers. While in some areas the unions have been content with a sluggish dependence upon the doles bestowed by the District Board, many have shown commendable enterprise in providing for sanitation, water-supply, and other local needs, and have willingly raised funds by self-taxation.

Public Servants.

ACCEPTANCE OF DALIS FROM SUBORDINATE OFFICIALS PROHIBITED.

[United Provinces.]

In March last a resolution was moved in the Provincial Legislative Council recommending the issue of general orders prohibiting the acceptance of *dalis* by all Government servants, European or Indian, from their subordinates or any class or member of the non-official community. The Government was prepared to accept the recommendation as regards *dalis* presented to officers by their subordinates, but before prohibiting the acceptance of *dalis* from non-official gentlemen it considered it desirable to ascertain the views of the public. The opinions of public bodies, associations and individuals in the province have now been obtained. Some of those consulted consider that the practice of presenting *dalis* should be discontinued; others would restrict the prohibition to *dalis* presented by Government subordinates only, and as regards *dalis* presented by others they incline strongly to the view that the practice which is sanctioned by long-established custom should be allowed to continue. They hold that any interference by Government with a social custom of this nature would be misunderstood and probably resented by those who consider its continuance as a traditional symbol of friendship and good-will between the Government and the people.

The Lieutenant-Governor has very carefully considered all the opinions, both for and against the practice, and is now pleased to order that the acceptance of *dalis* by Government officers from officials subordinate to them shall henceforth be prohibited. His Honour does not desire to issue any general orders prohibiting the acceptance of *dalis* presented to Government Servants by non-official gentlemen. All officers of Government are however enjoined to see that the existing rules on the subject are observed.

POLICE.

Police Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918.

[Burma.]

Crime.

The report contains a most interesting collection of opinions of experienced officers on the cases of crime in the province. The general consensus of opinion attribute the principal causes to drink, gambling, opium and the unstable nature of the people, with their love of excitement and adventure. More than one district officer suggests that the dullness of the life of the ordinary village is a cause which accounts for a great deal of crime. They consider that every effort should be made to increase the opportunities for healthy recreation among the rural Burmans, and the chances of adequate facilities for amusement. This without doubt is a factor to be considered in the case of the younger generation who on their return home miss the excitement of games and amusements that they experienced while at school. The young man has learnt something of the ways of the town and returns to the village with feelings of discontent. There is a tendency on the part of many officers to dwell on the self-indulgent nature of the people and their lack of self-restraint as the foundation of the prevalence of serious crime in Burma. Sufficient regard does not appear to have been given to economic causes, including the long spells of unemployment associated with the production of the staple crop of the province. Efforts attended with greater or less success can be made to suppress gambling, to control the traffic in opium and in drink, but the surest remedy lies in the awakening of a healthy public opinion against the evils which conduce to crime, and against crime itself. The principal difficulty in dealing with crime is the fact that a sound public sentiment against crime and against association with persons concerned in crime does not universally exist.

The general figures for cognizable crime shew a slight decrease, and this same slight decrease is observed in the more serious forms also, though an increase is again reported from Upper Burma. As regards violent crime the results in detection are not quite so satisfactory as in the preceding year, but, on the other hand, the amount of property recovered was in proportion almost double that of 1917. The difficulties in obtaining convictions for murder are attributed partly to the great delays in trial whereby ignorant witnesses forget their evidence and so fail before rigorous cross-examination. The work of the prosecuting officers is also hindered by the activities of self-constituted legal advisers in the villages, who consider that they are acquiring merit

by suggesting methods of defence and by deliberately confusing the witnesses in order to assist the accused in Court. The arming of approved village headmen with Government guns is unanimously supported by all Superintendents in whose districts this action has been taken, and there is little doubt that this is one of the methods by which organised violent crime can be defeated. Most satisfactory have been the results of cases prosecuted under the Arms Act. The large decrease in the number of surrendered guns, thirteen against one hundred and twenty-six in 1917, is accounted for by the fact that measures previously adopted had greatly reduced the number of unlicensed guns.

An increase is shown in the number of cases under the Gambling Act, no less than 17,861 persons being convicted under these laws.

Surveillance of Criminals.

His Honor is pleased to note that increased attention is being paid by officers to the important question of the surveillance of criminals. Increased co-operation between the Police and village headmen affords a solution of many difficulties in this as in other branches of police work, and measures are under consideration for increasing the co-operation between village and police officials in the prevention of crime. If District Officers personally while on tour would make enquiries after registered criminals such action would tend to stimulate headmen. Though the work of many headmen leaves much to be desired in this respect, it is essential that every effort should be made to reward those who are deserving, and to shew that co-operation with the Police in suppressing crime will enhance the dignity and the official position of headmen. It is admitted that the Beat Patrol Sytem does not produce the results that should be produced having regard to its elaborate organization. The principal defects are the want of intelligence of the beat constables in obtaining information and the neglect by Station Officers of such information as is received. Both these defects are being remedied wherever possible by the selection of head constables instead of constables for beat duty. This ensures greater intelligence in the collection of information, and the higher status of the beat officer ensures that greater attention is paid to his reports when received. His Honor is however convinced, that as long as collective responsibility for the state of crime is imposed on villagers, the information collected by the police beats should be supplemented by information supplied direct to the police station by the village authorities, and administrative officers are being consulted with a view to the establishment of such a system of supplying information. It is observed that the Inspector-General of Police expresses a doubt whether the organization of a village agency can take the place of the present beat constable. He thinks that it will merely mean the substitution of one low-paid agency for another. In the same paragraph he shows that the average number of villages to a single constable's beat is 29. The comparison therefore is not between one village agent and one beat constable, but between one

beat constable and probably between 30 and 40 village officials. The Lieutenant-Governor has no desire whatsoever to weaken the powers of the Village Act in respect to crime, but in his opinion the duties of the village headman will be better and not worse carried out if he has in his village recognized assistants who will, under his control, relieve him of some of his most toilsome duties, and will also relieve the villagers generally of constant requisitions upon them by the headman to make long journeys to the police station.

The Year's Work.

The salient features of the report under review, as of its predecessors, are that violent crime is prevalent to a larger extent than in any province of India, although it is in the Lieutenant-Governor's opinion quite erroneous to hold that the Burman has more criminal instincts than the Indian. It may be that he is more easily moved to sudden passion, and this, combined with the habit of incessantly carrying *dahs*, is the cause of the large number of murders reported each year, but in the case of organized and premeditated crime these particular characteristics of the Burman have no application. Drink is also no doubt one of the aggravating causes, but there are, His Honor feels sure, other predisposing causes which closer investigation should reveal. This subject is under separate examination, and even if the pre-disposition to crime is found to have its origin in economic circumstances, remedial action will of necessity be slow in its effect. But whatever be the true causes which afford the original inducement among Burman villagers to resort to crime, there can be no doubt that the great degree of immunity which so many criminals enjoy is a serious obstacle to the detection and punishment of criminal offences. Co-operation between the police and village headmen is the first line of defence, but this has to be supplemented by speedy trials and by efficient courts. There is a disposition amongst executive officers generally to find fault with the standard of evidence which the law requires and which the Courts insist upon, but these complaints are not peculiar to Burma. They are part and parcel of a judicial system which is based on the theory that all but an insignificant minority of citizens will take personal trouble to secure the convictions of offenders, which system fails of success in proportion as the attitude of the public reaches or falls short of the standard on which the law is based. It is of the utmost importance therefore that all important cases should be tried by experienced and competent Courts, and that the prosecution should be conducted by men who can hold their own with the counsel for the defence, that all those irritating delays should be avoided which harass witnesses and deter them from proffering evidence or enable them to be subjected to intimidation or corruption by interested parties. The conditions which expedite the prompt disposal of criminal cases are too frequently wanting over a great part of Burma. The subject is one which more properly belongs to the head "Criminal Justice" rather than to the head "Police" but it is nevertheless very relevant to the

history of crime, since the breakdown of prosecutions does more to encourage the criminal than almost any other shortcoming in the machinery for the maintenance of law and order. The improvement of local village agency, of the police, and of the courts of law must be undertaken simultaneously, and measures to that end are under the anxious consideration of the Local Government.

SANITATION.

Sanitary Administration.

GOVERNMENT RESOLUTION ON THE REPORTS FOR 1918.

[Bengal.]

Vital Statistics.

The Sanitary Commissioner remarks that the generally lower birth-rate obtaining in towns when compared with the adjoining rural areas is largely due to defective registration. Although many municipalities have introduced a system of rewards to informers and are enforcing the penal clauses of the Compulsory Registration Act with greater strictness, the attention paid to registration of vital occurrences is still inadequate. Some improvement is, however, noticeable. The proportion of omissions brought to light as a result of the usual verification by inspectors and sub-inspectors was 2·9 per cent of births as against 3·3 last year, and 2·2 of deaths as against 2·3. It is notorious that, owing to the ignorance of the reporting agency, confusion as to causes of death occurs to a large extent, thus vitiating the statistics of a particular disease.

An improvement of the system of registration is a matter of considerable importance from the point of view of sanitary administration, and though various attempts have been made to ensure correct registration the result is far from satisfactory. Investigation has shown that in all probability the reported birth and death-rates are from 10 to 15 per mille below the actual figures. At present there are three agencies in Bengal for the registration of vital occurrences. Ordinarily in rural areas the chaukidar reports to the police, who compile the returns of births and deaths, though in certain areas this work has been transferred to the chaukidari panchayets. In municipalities however, Act IV of 1873 imposes an obligation upon parents or near relatives to register births and deaths. Some idea of the difficulty of improving the registration of vital occurrences may be gained from a history of the changes of agency tried in municipalities in the last 30 years. In 1886 the work of registration was transferred from the police to the municipal authorities. So far from any improvement being effected, it was found necessary in 1892 again to lay the responsibility upon the town police. The results were still unsatisfactory, and in 1913 it was decided that the work should be once more transferred to the municipal authorities. The solution of the difficulty is, in the opinion of the Sanitary Commissioner, a grave mistake. The local authorities have all assumed that this work should be made over to their health departments, and Dr. Bentley

points out very forcibly that "departments whose efficiency can in the end be judged only by mortality statistics are virtually made the judges of their own work. This is to put a premium upon neglect and inaccuracy. As has already been pointed out, low death-rates can be obtained by neglect to record deaths or by manipulation of the returns far more easily than by efficient sanitary administration. And several instances have occurred recently in which municipalities have attempted to justify insanitation and neglect by pointing to their low or falling death-rates as proof of the excellence of their sanitary administration, when all the time the low figures were merely the result of omissions in their register of deaths. Unless steps are taken to put matters on a proper footing local authorities, who already keenly resent criticism and interference of any kind, will defend themselves in this way with increasing frequency in the future and public health will suffer as a result. It is only necessary to glance at the birth and death-rates of towns in Bengal that are published every year in the sanitary report of the province in order to realize the hopeless inaccuracy of these figures, which, in the majority of cases, are probably less than half what they should be."

The whole question was considered at the last Commissioners' conference which recommended "that the recording of births and deaths should be retransferred from the municipalities to an agency controlled by Government, and that Act IV of 1873 should be extended gradually in selected rural areas." These recommendations are now under the consideration of Government.

Anti-malarial measures.

It is encouraging to note that several localities have undertaken special measures for the prevention of malaria on lines laid down by the Sanitary Commissioner. Excellent results as regards reduction of malaria have been reported to have followed upon the construction of the drainage scheme at Tangail, which is based largely upon the "flood and flush" principles. Detailed malarial surveys were carried out in Jessore, Birnagar, a portion of Howrah, a portion of South Suburban and North Barrackpore municipalities and in 266 villages. As a part of the campaign against malaria may be mentioned the three large schemes of sanitary drainage, *viz.*, the Arool Bheel, the Jabuna and the Nawi and Sunthi schemes, which have been undertaken with funds contributed by district boards and Government, and the Governor in Council takes this opportunity of expressing his appreciation of the co-operation he has received in this matter from the non-official chairmen of the district boards of the 24-Parganas and Jessore and from the district board of Nadia.

A considerable quantity of quinine was distributed during the year. Special grants for this purpose were made as in previous years to certain district boards and municipalities for the purchase of quinine for free distribution to the poorer classes through the agency of charitable dispensaries and peripatetic doctors. At Birnagar, a poor municipality, a special scheme of quinine treatment was carried out

in the year, a sum of Rs. 2,000 having been placed at the disposal of the municipality for this purpose, and gratifying results are said to have been obtained.

Sanitary Board.

The Sanitary Board continued its useful function of advising Government on sanitary projects of waterworks and drainage. The board held eight meetings during the year.

Sanitary Improvements.

The total expenditure incurred on sanitary works executed during the financial year 1917-18 by Government, municipalities, district boards and private individuals is returned at Rs. 14,25,040, or nearly one lakh less than in the previous year. The decrease is due to the construction of fewer drains during the year. As usual sanitary works, such as the cleansing of jungles, filling up ditches, improving silted-up khals and local drainage, etc., were carried out in the villages through the agency of district and local boards and union committees. The Sanitary Commissioner observes that works of this kind, though often useful, are frequently ill-directed and cannot be compared to sound measures such as the reservation of tanks for drinking and bathing purposes, house to house vaccination, closure or disinfection of infected water-supplies, which have been adopted by the Asansol Mines Board of Health against the spread of infectious disease. The Governor in Council recognizes that the union committees have executed several minor works of sound utility, but it must at the same time be remembered that sanitation has long since become a science, and he is convinced that the funds now spent on sanitary works could, under expert guidance, be used to better advantage. In his view, the root of the matter is organization, and while the introduction into the rural life of Bengal of a trained sanitary staff, which must be cheap and therefore of no very high calibre, and moreover with quite insufficient funds at its command, will not accomplish miracles and will be frequently attacked as an extravagant luxury, the Governor in Council is satisfied that it is this way that improvement lies, and that organization, even though at first it may seem costly and infructuous, will a decade hence have transformed the administration of public health in this Presidency. At the present time an increasing interest in sanitation is displayed on all sides. Lectures and demonstrations on sanitary subjects are well attended, some local improvement associations have been organised, and certain anti-malarial societies, which in the first place provide medical attendance for the members and secondly undertake local sanitary improvements, have been established and promise to do excellent work.

Sanitary Engineering Works.

The total capital expenditure on sanitary engineering works during the calendar year 1918 was Rs. 3,77,984 as against Rs. 3,32,108 in the previous year. The greater part of the expenditure was, as usual, devoted to water-supply.

*PART IV—Miscellaneous***VICEROY'S VISIT.**

The State Banquet—2nd December 1919.

H. H. THE MAHARAJA'S SPEECH.

Your Excellencies, Ladies and Gentlemen.—It is with the sincerest pleasure that I rise to propose the health of my distinguished guests, Their Excellencies Lord and Lady Chelmsford. I need hardly assure them how much I have been looking forward to their long deferred visit to my State, and how anxious I am that they should thoroughly enjoy it. Your Excellency has been received with enthusiastic welcome by my people wherever you have been, and you could have no clearer proof than this of the deep seated loyalty and affection which they cherish towards the King-Emperor and the British Nation, whose representative you are in India. Time can only strengthen the ties which unite us to the British Government.

Your Excellency's name and that of Mr. Montagu, one of the most talented and sympathetic Secretaries of State that India has ever had, will always be associated with India's march towards the goal of self-government under the aegis of the British Crown. Your Excellency's services to India will, I am sure, receive that full measure of approval from its people which I feel they deserve. It is only after the din of controversy has subsided that the handiwork for which you have made yourself responsible can be seen in its true perspective, but I am confident that Your Excellency's name will ever live in the memory of the people of this vast country as the Viceroy who secured for India a higher status among the nations of the world, and a real step forward in the path towards political freedom.

When I had the pleasure of receiving Lord Hardinge in November 1913, I placed before him an account of the measures, which I was either carrying out or had in contemplation, for improving the administration of the State and developing its natural resources. Without attempting any detailed review of the recent administration of my State, I may say, briefly, that during the last six years, increased attention has been paid to the material and moral development of the country. Under education, we have established a University and also adopted a definite programme which will, we hope, in the near future, make universal primary education in the State an accomplished fact. Industrial education and development, in which Your

Excellency has so greatly interested yourself from the very commencement of your term of office, has been receiving our special attention. We are expanding our railway system, and have also in progress two large projects, the reservoir at Kannambady and the Iron Works at Benkipur.

It has been my aim to associate the people, as far as possible, with the administration of the State through the agencies of the Legislative Council, the Representative Assembly and the Economic Development Board. We have in common with the rest of India, recently passed through very anxious times owing to the great war, now happily ended, to a succession of bad seasons, and to the epidemic of influenza, which took such a terrible toll of lives among my people. Until three months ago, we were feeling very anxious about the season conditions, but fortunately the plentiful rains which a merciful Providence has since sent us have considerably allayed our anxieties regarding this year's harvest. The food crisis at one time assumed a very serious aspect but thanks to the timely help given by the Government of India, in affording us facilities for importing food grains, we were able to cope successfully with a most difficult situation. I cannot feel too grateful to Your Excellency's Government for the valuable assistance thus rendered to us. Your Excellency will be sorry to learn that the present high rate of exchange is causing us serious financial loss. I cherish the hope, however, that with the help of Your Excellency we may be able to overcome this difficulty also in a satisfactory manner.

I do not propose to take up any more of Your Excellency's time, but I cannot let the occasion pass without referring especially to Her Excellency Lady Chelmsford's noble work on behalf of the women of India, to her merciful efforts to ameliorate the condition of a poor and afflicted section of humanity, and to the practical help and sympathy which she has rendered to sick, wounded and disabled soldiers. In conclusion, may I express the hope that Lady Chelmsford and yourself, and Miss Thesiger, will enjoy your stay among us, and that you will carry away with you pleasant memories of your visit to Mysore. If there is any one who deserves in the amplest measure a period of rest and relaxation it is, I am sure, Your Excellency, who has been carrying a grievously heavy burden of anxiety and responsibility during the whole period of your Viceroyalty. I earnestly hope that the closing period of Your Excellency's administration may be one of comparative peace and quietness, and that, when the time comes for you to lay down your high office, Your Excellency may do so with a feeling of satisfaction at having conferred great and lasting benefits on this ancient land.

I ask you, now, ladies and gentlemen, to drink to the health of Their Excellencies.

HIS EXCELLENCY'S REPLY.

Your Highness, Ladies and Gentlemen.—Let me thank Your Highness and you, ladies and gentlemen, on behalf of Lady Chelmsford and myself for the most kind way in which you have proposed and

honoured the toast to which I am now replying. I must also thank Your Highness for the splendid reception given us in Mysore and for all that has been done to interest and entertain us. We have for long been looking forward to our visit to this beautiful country and, from what we have so far seen it is certain that, in this case, true pleasure does not lie only in anticipation.

Your Highness has spoken in flattering terms about my work in India, and has said that it will receive the approval of the people. This is not the occasion for me to speak at length on the political affairs of British India, and I will only say that I am touched by the kindness of your words and that if time proves, as I believe it will, that the changes initiated during my term of office are destined to bring greater happiness and enlightenment to the people of this great country, I shall be more than content. Your Highness has told us that your aim has been to associate your people as far as possible with the administration of the State, through the agency of the Legislative Council, the Representative Assembly and the Economic Development Board. I know that Your Highness has continued to build on the foundations which were laid during the fifty years of British administration, and the real and steady advance in the government of the State since the Rendition, and the success of the measure of representation which Your Highness has granted to your subjects, are proofs that the trust of the Government of India was not misplaced when they desired to restore Mysore to the rule of its Maharaja.

Your Highness has touched but lightly on your many schemes for the improvement and development of your State and for the welfare of your subjects, but I have learnt more about them from a perusal of your Dewan's address to the Representative Assembly at the Dasara, last October. The account he gives of what has been and is being done constitutes a record of substantial progress, and it is the more remarkable because it was achieved in the unpropitious circumstances of late years. In spite of war, in spite of bad seasons and food scarcity, in spite of a terrible epidemic, the three most adverse influences conceivable the administration has continued to advance, to improve and to develop. Where there is so much that is excellent, it is difficult to single out any features for special notice. But I cannot refrain from commenting on the wisdom and foresight which is alive to the importance of large revenue producing schemes of railway construction, irrigation works, electrical, agricultural, mining and industrial development, but does not omit to care for the education and welfare of women and of the Panchamas. If the less fortunate but more numerous classes of the community are kept in darkness, there is no true democratic progress; if the education of women is neglected the chances of the rising generation are gravely prejudiced. The more generally this is realized, the brighter will be the hopes for the country's future and the happier the lot and the greater the influence for the good, of the mothers of your sons.

Your Highness has kindly referred to Lady Chelmsford's interest in the welfare of the women of India and of the sick and wounded soldiers and I wish to thank you on her behalf for what you have

said, and to assure you that there is nothing nearer to her heart, and that nothing can please her more, than to hear that any efforts to ameliorate their condition or alleviate their sufferings have been attended with success. I regret to learn from your Dewan's address that some minor ventures undertaken by the Department of Industries have not met with the success that was anticipated for them. In this connection I will remark that, if Your Highness at any time desire to avail yourself of expert advice not procurable in the State, I shall be only too glad to place at your disposal the services of the specialists of the Government of India. Your Highness' financial advisers, like those of the Government of India, are no doubt experiencing great difficulty under the prevailing conditions in finding funds for important schemes of industrial and social development, whether already inaugurated or as yet merely planned.

Retrenchment and caution are depressing watch-words when needs and opportunities call us to action but financial stability is an essential condition of progress, and the interests of future generations compel us to conserve our energies.

I am extremely pleased to learn that the policy of the Government of India in controlling the movement of foodstuffs has operated to the benefit of the Mysore State, and trust that, with the advent of peace and plentiful harvest, no more difficulties in obtaining supplies may be experienced.

Your Highness has referred to the financial losses occasioned by the exchange situation, and has indicated a hope that the Government of India may be able to render you assistance in the matter. I can assure you that the question is receiving the special attention of His Majesty's Government and of the Government of India. I do not think that it is generally understood how little the solution of the exchange difficulties lies in our hands. It depends on many and very diverse factors, over which we can exercise no control. We are, however, as Your Highness is no doubt aware, taking whatever measures appear feasible to alleviate the situation.

Your Highness, with characteristic modesty, has said nothing of the part which you yourself and the Mysore State have played in the Great War. I am glad that this is so, because it gives me the opportunity of mentioning the splendid assistance which you have given to the British Empire in men, money and material. When war was declared, Your Highness placed the resources of the State at the disposal of the Government of India, and your Imperial Service Cavalry and Transport Corps were mobilised in the following month. They proceeded overseas, as we all know, and, in Egypt, Palestine and Mesopotamia, they acquitted themselves worthily of their reputation and the good name of the State, and earned the highest praise from the military authorities. Colonel Desraj Urs, their veteran Chief Commandant, after twenty-two years of command is, I learn, now retiring. It must be a source of satisfaction to him that, before the close of his military career, he has shared with them the honour which they have won for themselves on the field of battle. His Imperial Majesty was pleased to confer on him the rank of Honorary Lieuten-

ant Colonel in the British army, and I am glad to be able to congratulate him on this public occasion. I must also congratulate Your Highness on the many distinctions and mentions in despatches won by officers and men of your Imperial Service troops. In the matter of recruiting for the army, the State was not backward, but provided nearly 5,000 recruits. Money too flowed in a generous stream from Mysore. Your Highness, within a few days of the outbreak of war, offered fifty lakhs of rupees towards the cost of the Indian Expeditionary Force. This was followed by a further gift of ten lakhs and a subscription of fourteen lakhs to the Relief Fund and of 105·5 lakhs to the war loan and treasury bills. Your Highness also declined to accept the sum of eleven lakhs offered by the Government of India to recoup you the cost of mobilization of your Imperial Service troops. The people of Mysore supplemented this by gifts and subscriptions of forty-five lakhs of rupees, bringing the total amount of contributions from the State and people to nearly two crores of rupees, a really magnificent figure. Lastly, Mysore rendered most valuable help by supplying hides, tanning material, blankets and fodder for the use of His Majesty's armies. Again, at the outbreak of war with Afghanistan, Your Highness unhesitatingly placed all the resources of your State at the disposal of the Government of India. His Majesty the King-Emperor was graciously pleased to bestow on Your Highness the title of Knight Grand Commander of the Excellent Order of the British Empire, in token of his appreciation of the loyalty evinced by Your Highness and Your Highness' subjects during the Great War.

I think, I have said enough to show that, in the great crisis the Maharaja of Mysore and the Mysore State proved once again, to the fullest extent, the strength of their traditional friendship and loyalty to the Crown. I am glad to have this public opportunity of expressing my thanks to your Resident, the Hon'ble Mr. Cobb, who will shortly be laying down his high office and bringing his active service in India to a close. Doyen though he be of the Madras Civil Service, it is difficult to believe that a man so full of vigour and enthusiasm should be passing into retirement, and I have little doubt that Mr. Cobb will find at Home an outlet for his energies. Throughout his long and varied career, Mr. Cobb has been actuated by the highest principles and, here in Mysore, by whole-hearted devotion to the interests and welfare of the State and I do not doubt that through these qualities he has won your respect and esteem.

I was very pleased to hear that a son and heir had been born to His Highness the Yuvaraja, and I offer Your Highness' brother my congratulations. This happy event occurred within a few days of the signing of the Peace Treaty with Germany, and I trust that peace and prosperity may be his lot throughout life.

It is a source of the greatest satisfaction to me that I am visiting Mysore at a time when, after years of war and scarcity, peace and a favourable rainfall give hope once more of an era of calm and prosperity. May Your Highness live for many years of health and happiness in which to continue your good work for the welfare of your State and your subjects.

Ladies and gentlemen, I ask you to drink to the health of a loyal and enlightened Prince, Colonel His Highness Sri Krishnaraja Wadiyar Bahadur, Maharaja of Mysore.

THE MYSORE UNIVERSITY.

Second Convocation, 10th December 1919.

ADDRESS BY SIR ABDUR RAHIM, AG. CHIEF JUSTICE,
HIGH COURT, MADRAS.

Your Highness, Mr. Vice-Chancellor, Fellows of the Mysore University, Ladies and Gentlemen.—When His Highness, the Chancellor, honoured me with the invitation to deliver an address to-day, I accepted it readily and with pleasure. It would indeed have been difficult for me, an Indian, to fail to comply with such an invitation from a ruler so justly renowned for his enlightened and beneficent administration of one of the most important self-governing States of India. It is a real pleasure to me to have the opportunity of saying something on this occasion as, ever since I first visited Bangalore in 1909, the conviction has grown upon me that the State of Mysore is one of the best fitted in India to be a great centre of learning, research and social service.

Its agreeable climate makes unflagging devotion to intellectual pursuits possible, while its mines and minerals, its forests and water power afford opportunities to the scientist hardly to be rivalled elsewhere in the country. Its picturesque natural scenery and its storied past, decipherable in monuments and inscriptions and in the ruins of ancient cities and powerful kingdoms furnish entrancing themes not only for the inspiration of the poet and the romancist but also for the student of History and Archæology. Moreover this State has fortunately inherited traditions and conventions ordinarily associated with constitutional forms of Government, so that the atmosphere of harmony, security and freedom so essential to the growth of scholarship is largely available here, and is moreover to a large extent undisturbed by political struggles which are apt to absorb elsewhere the thought and energy of the most intellectual sons of the country.

If I were asked to forecast the future of the Mysore University, I should unhesitatingly say that its development will be mainly along the lines of scientific and technical work. That is doubtless the modern tendency of all Universities, and it is natural and meet that this tendency should be emphasised in one born in the second decade of the twentieth century. There are besides special and cogent reasons why the Mysore University will specialise in the pursuit of science and in technological training. I assume that the Mysore Government is going to pursue steadily the aim it has set before itself of developing the economic resources of the State as one of its most vital functions. That time is long past when the duty of the Government of a country was supposed to consist mainly in keeping peace and order, an idea

which was born of the times when the people were deemed to exist for the Government and not the Government for the people and when Government was regarded as an outside force and not an organisation of the will and resources of the people for the advancement of their welfare. The advocates of masterly inactivity as the ideal of Government have no longer any hearing. Curiously enough, this idea which is regarded as the latest tendency of socialism has been embedded in the oriental conception of Government from time immemorial. The rulers of the East have been always looked up to as the guardians and custodians of the interest of the people in every aspect of social life. It may be, that was because in the olden days the only powerful and stable organisation was the Government. But whatever the explanation the fact remains. Akbar who was perhaps the wisest ruler History has known, thought it to be within the scope of his royal functions to invent a common language for the people and even to found a new religion which would serve the common needs of the country—the two greatest factors in the making of a nation.

The Mysore Government, by healthy instinct and not as a result of any socialistic propaganda, has rightly taken upon itself the development and organisation of the natural and industrial resources of the State. This will not only enrich the people and place more funds at the disposal of the Government but every workshop and factory, every engineering work and mining establishment and every preserved forest will become so many training grounds for the student of the sciences and of technology. They will help to accelerate the progress of scientific knowledge and research at a pace which laboratories and libraries alone could not do. The very atmosphere of a great industrial State will serve to stimulate the practical and inventive faculties of the people. It is then that libraries and laboratories and institutions like the Indian Institute of Science so munificently supported by this Government as an educational asset of great possibilities, will yield rich and abundant harvests. We have often heard complaints during the last 15 years how Indian students in search of technical training met with insuperable difficulties in finding admission in workshops and factories in India or in England. Many of them went to America, Japan and elsewhere and such among them as succeeded in acquiring practical training and experience found on their return that there were no houses of business which would give them employment. I shall however be greatly disappointed if the students of the Mysore University will not find their way considerably smoothed for them in this respect.

I have dwelt on what will perhaps be the more pronounced aspect of University work in Mysore but I must not be understood to minimise in the least degree the importance of what is called the literary or humane side of education. While the inculcation of useful knowledge and the training of intellect must always be kept in view at every distinct stage of the educational course, the building up of a strong character, the cultivation of the finer sympathies and imagination and of noble aspirations must be regarded as an essential function of every sound system of liberal education.

It is to the great credit of this Government that it has so fully recognised the supreme importance of education, due in a large measure to His Highness the Maharaja's personal zeal in the cause. The reason why education is now universally recognised as a sacred and most important duty of a Government is obvious. It is the most comprehensive and effective means of uplifting the people to their highest destiny. Education, in fact, is co-extensive in significance with civilisation; there can be no civilisation without education and an educated community is necessarily civilised. In the conception of modern educationists there is hardly any limit to be laid down to the scope of education. It consists in impressing into service all noble and useful thoughts, ideas and suggestions of the best men of all ages and climes, in developing to the fullest degree the mental and physical, emotional and spiritual faculties of men.

It is my firm belief that the time is fast approaching when education will receive far greater attention in India than hitherto, and that partly because of the lessons of the great war which has just ended but from the shock of which the world cannot be said to have yet recovered. This war, as every one realises, has been the greatest evil from which mankind has suffered in all parts of the Globe, comparable only to the traditional Deluge. But the worst calamities have often useful lessons to teach us. Let us fervently hope that the greatest lesson of this war will ultimately be to induce the powerful nations of the earth to devise effective means for preventing wars in the future. I confess, however, that, at present, the prospect is not at all cheering in this respect. It almost seems that so long as there are weak and helpless peoples so long the stronger nations will fight among themselves for mastery and dominion over them. I will tell you a small anecdote. The day after the war was declared by England with Germany and before the declaration of war with Austria I happened to meet an Austrian Professor in London. In the course of conversation I casually asked him if Germany had an eye on poor India as well. His significant answer was that Germany would no doubt regard it as a great thing to have three hundred millions of men under her power and control. I need hardly say that the answer opened my eyes.

What, however, I would most earnestly ask my countrymen to realise is the remarkable revelation the war has made of the unlimited possibilities of organised combined effort. Millions of men, as you know, drawn from all countries of the world, Europe, the Russias, America, India, Canada, Australia, New Zealand, Egypt, Africa, Arabia, were formed into huge armies which incessantly fought for four years, on land, on sea, in air and under water through winter and summer, in snow, hail, blizzard and rain, in burning tropical deserts and icebound northern seas, in swamps and marshes full of pestilence. The myriads of soldiers and sailors were led by hundreds of thousands of trained officers supplied by Universities, Colleges, Schools, learned professions, parliaments and mercantile offices and were drawn from all grades of society. Millions more were engaged night and day in manufacturing the machines of war, cruisers dreadnoughts, submarines, destroyers and vessels of all kinds, aeroplanes, airships, guns,

bombs, shells, motors, railways, bridges, ambulances, in the production, manufacture and distribution of food and clothing and numerous other articles and provisions of necessity. For a long time whole populations were put on rations. Tens of thousands of men and women were engaged in surgical, medical, sanitary and nursing services. The best intellects and the best energies of Europe, statesmen, diplomats, scientists, orators and writers, all the great propaganda and news agencies were unceasingly devoted to this one aim, pursuit of the war. One nation alone spent eight millions sterling a day during the war and is still spending about five millions a day in winding up the war. One's imagination staggers in trying to grasp the full magnitude of the war organisations and who would not wish that all these colossal efforts, talents and power were devoted to beneficial, humane and productive work instead of being engaged in the task of mutual destruction. The whole of mankind including the three hundred submerged millions of India would then have been raised as if by a magician's wand to a higher plane of life and strength. The resources of this earth would have been so vastly enhanced that there would have been no more need for wars for "a place in the sun".

The immediate future does not seem to be at all encouraging at the present moment. The men who are in the centre of movements have been publicly saying that the position to-day is perhaps as perilous as during the war. This was perhaps inevitable, after such violent, widespread and prolonged dislocation of established conditions in all affairs of life. Signs are evident that efforts will be made to develop and organise even on a larger scale than hitherto all human and material resources at the command of each ruling nation. Great Britain naturally looks more and more to India's docile but hitherto undisciplined millions as a chief source of its strength. It will be as much in her interest as of India's that this vast human mass, now so weak, inert and helpless, should be energised and made efficient. What revolutions, ideas like Bolshevism are likely to create in Europe, no one can tell. But India which is the heart of the East will, I am sure, if timely attention is paid to the well-being of the masses remain impervious to such influences and it will not be a matter of surprise if talent, art and culture, perhaps even the emblems of honour and chivalry ultimately found a more congenial home in this country than elsewhere.

But without organisation India will not be able to withstand the forces that have come and are coming into being, and one supreme aim of our educational systems should be to teach and train people to organise themselves and to act in co-operation. An unorganised people is a mere rabble, a helpless unsentient mass and can never be a power for good. Their natural and inevitable lot is to be poor-spirited, inefficient slaves whether of foreigners or of the aristocrats, of wealth or intellect or of caste or priestcraft or of all combined. A people that have no corporate mind or will need never aspire for status. If a system of education be not calculated to improve the people's capacity for organisation and co-operation that system must be vitally defective and there should be no hesitation in discarding it.

India has not been wanting in men of great intellect and character and it must also be recognised that the general population of India are not deficient in intelligence and are noted for their industry, thrift, sobriety and docility. But one fatal defect of character from which the people have suffered and which has been the chief source of the country's weakness and misery is the want of power of organisation and of the faculty of co-operation. No one can demur to this statement: in fact I may be charged with repeating a mere truism. But there is a prevalent tendency among many leading and educated countrymen of mine to gloss over the truth, no doubt with a purpose. They do not however deceive any one but themselves and their own people; the consequence is that a vital national work of the most comprehensive significance is relegated to the back ground with the result that the very goal which we are so anxious to reach remains as far off as ever. Until a reasonable harmony of aim and ideal is established, nothing nationally great can possibly be achieved.

The difficulty does not lie with the people who in fact are most easily amenable to discipline and organisation. But there are few among us who make serious endeavours to organise the people for useful social service on any large scale. The Servants of India Society, a bequest of Gokhale of beloved memory, is one of the very few such indigenous efforts which have shown any stability. On the other hand, look at the numerous Christian Missionary societies; what great educational work they have been doing in India. Now, I wish to make a suggestion. Is it not possible for the State Educational Department to call to its help the voluntary missionary effort of educated men with leisure at their disposal, in spreading education by lecturing, teaching and organising classes and schools? In other departments, such as legislation, administration of justice and municipal administration, unpaid service of citizens is being more and more gradually utilised even in India, in addition to the work entrusted to the paid official staff.

Now, either considerably more resources must be placed at the command of the State or the State must avail itself of many more voluntary agencies before it can adequately discharge its functions according to modern requirements. I think a growth in the latter direction would be more fruitful and I see no reason why this should not be achieved in an ever increasing measure, provided the voluntary agencies are regarded as an integral and respected service of the State.

It should be a distinct and direct aim of the educational institutions to train students in the art and methods of organisation and co-operation. One means of doing this is by paying especial attention to the promotion of corporate life and activities in schools and colleges and the University. I am also sure that the educational experts of the State will be able to devise courses of direct instruction, in this subject. I may observe that we could do with a great deal less of smartness but we want much greater capacity in the educated people for leadership and for acting in combination.

I have often felt that the full significance of liberal education is

not always well grasped in this country. Nothing indeed can be more pathetic than to meet men who have received University education, unable to rise above their cramped surroundings who are afraid to think and act for themselves, whose minds are enchained to the unrecallable past, men with no adequate perception of the great forces which are shaping the destiny of the world and with no desire to adjust themselves to the changed times. To them, indeed, any change would seem to be anathema, they think that their ancestors have said the final word on every conceivable subject and that we must recognise in all humility our infinite inferiority to those that lived in half-forgotten times. The best thing we can do, according to them, is to stick to what has been, lest we should be washed away to some strange unknown shore.

They are like men living engulfed in the ruins of an ancient beautiful city, fascinated to the spot by the remnants of the great walls and pillars and arches covered with lichen and moss, the place overgrown with rank weeds and strewn with stagnant pools and poisonous marshes; a few roofs still intact and a few treasures peeping out of the vast debris—the inhabitants content with meagre sustenance as can be wrung from stray clearings, while beyond lie stretched before them vast and rich continents stored with all that gives life and strength, waiting for the advent of enterprise and labour. To such men, I would say, take the treasures that are still left and carry them to the wide open health-giving virgin country and build and plant anew. But it would seem that the call of the dead is to them irresistible and they have no ear for the cries of the future generations.

I am the last person to depreciate that sentiment of love and reverence for the past which is implanted in every healthy nature and it is but natural that we should resent with all our might, any disparagement of our country and of our ancestors as an insult to the most sacred part of our own beings. I may observe in this connection that Sir John Woodroffe rightly earned the gratitude of the people by his recent vigorous refutation of the many unjust aspersions made on India and the Indians by a foreign critic.

But it is a poor homage to one's forefathers to allow those conceptions and usages of society, which however justifiable in ancient days are in the present circumstances fraught with mischief to the common weal, to lie as a permanent barrier athwart the path of progress. No doubt emancipation from old traditions and customs though obviously harmful cannot be achieved all at once so long as the surroundings are unprepared for such social changes. But it is the sacred duty of men educated in a modern University to undertake the essential task of social reformation. One however looks in vain in India of the present day, for any sign of a truly liberal movement. Where do we find here any body of thinkers, writers and preachers like those of Europe who by their bold, free and earnest writings and speeches brought about those great reform movements in all departments of social life which have so considerably freed modern Europe from the trammels of blind-tradition. And as it is well-known it was mostly in the Universities that these momentous movements found their earliest and most eloquent exponents.

In India on the other hand there has been practically only one such movement of any importance among the Hindus, the one connected with the names of Ram Mohan Roy and Iswar Chandra Vidya Sagar; and among the Mahomedans the only movement of the kind was the one led by Syed Ahmed. The first which was identified with Brahmo Samaj seems to have received a set back, while all that is left of Syed Ahmed's efforts at social regeneration is the Aligarh College. It looks as if the present day educated leaders of society are themselves averse to any radical or important changes except in matters political. The attitude of some of them is one of utter pessimism as if the task was too much for them. I would take them at their own estimation and pass them by.

Others will tell you that they fully recognise the importance of the subject but that they are otherwise preoccupied. It is not necessary of course that the same men should devote themselves to every class of communal work—in fact the work of social reformation is one of such great magnitude, and difficulty in this country that it requires the undivided attention of the most gifted and earnest among the sons of the country. These problems are too serious to be solved by casual attention paid by men whose time is otherwise occupied though even small amateurish efforts may not be without some value in attracting people's attention to the problem, so long as no one imagines that this is all that is needed.

I am however afraid that if we probe the matter more carefully, we shall find that the most serious obstacle in the way of reforms is a certain attitude of complacency and satisfaction with the existing order of things as we have inherited it from the past. This attitude now and then finds expression in various forms and some times it is quite militant and violent.

Men of this temperament will tell you that our ancestors were great men, greater than the best men of the present day and therefore whatever they practised or sanctioned is good enough and cannot be improved upon. The fallacy of such an argument is apparent and I will demonstrate it by an illustration or two. For instance in the reign of Queen Elizabeth which by some is called the Golden Age of English History flourished England's greatest geniuses, Shakespeare, and Bacon, also Raleigh, Drake and other men who showed the way of that commercial and colonial enterprise which led to the foundation of the British Empire. But I doubt if there are any sane Englishmen who would like on that account to take to sedan chairs and stage coaches in substitution for motor cars, railways and aeroplanes or to the Elizabethan ideal of social life in which the 'gentleman' devoted to ballad and sonnet-making, to duels and cock-fighting, was the only person worthy of consideration. Again there has been no greater hero in England than Nelson and few more decisive battles than that of Trafalgar. But do you think any Englishman would have considered it a sane proposition in 1914 that Britain should fight Germany with sailing boats built on the model of Nelson's "Victory"? Yet there are people who talk as if India is going to career through the twentieth and succeeding centuries with the outlook, the institutions and the equipment of two thousand years ago.

Then we are often told that the genius of the East is different from the genius of the West and sneers are levelled at those who would imitate the methods and ways of the West.

Now, is imitation really a vice to be condemned, assuming of course that it is of what is good and serviceable? Far from that, it is in fact a very valuable human faculty and that is why it is such an universal trait of human nature. Just as imitation is with the child a means of developing his nascent faculties so it is also with communities; for the whole history of civilisation will show that imitation and adaptation have been powerful instruments of its growth. When I was a student in England 30 years ago I often heard Englishmen scoffing at the Japanese student that used then to go there in large numbers "See those little fellows, how they imitate us." Now they are looked up to as a powerful and civilised nation. When we are advised that Indians should adhere to their usages and institutions and shun those of the West, our philosopher friends or our critics seldom condescend to particulars. I should ask them, "Do you mean that we must hold on for ever to customs such as the caste or the seclusion of women, enforced widowhood or child marriage and close our minds against all ideas and thoughts coming from the West, eschew modern arts, sciences and appliances of life and go on being content with poverty, disease and all the miseries of a crippled life, that we should adhere to our individualistic or family ideals and not strive after any larger conception of social life or civic duty?" So put, I have no doubt the answer will be a repudiation of the suggestion, for these are really fundamental matters in which there is no room for difference of opinion. If all that is meant however is that changes should not be over-hasty and forced but that they must be adapted to the circumstances, here again, there should be no difference of opinion.

But the goal must be kept steadily in view. There should be no hesitation in taking any measures that would advance us nearer to it and we must be prepared to face inconveniences and sacrifices which are the inevitable concomitants of transition into a new order of things. Nowadays with rapid and world wide intercommunications, social upheavals cannot be put off much longer, but if the educated men and those who belong to the leading classes of society are sincerely sympathetic and earnest in up-lifting the masses and they take wise and timely measures for filling the gulfs that divide one class, sect or caste from another and if the economic and social problems are solved by a genuine brotherly sympathy and love, then India may accomplish her social evolution without such convulsions born of hatred as are now causing so much anxiety in Europe. The whole world is on the brink of a cyclic change and if our educated men are far-sighted, they will instead of trying to dam the current with piles of mud and sticks, dig ample channels through which the energy can be utilised for making human society richer and better. They must adopt as the motto of their lives the true social maxim that this life must be made more and more worth living for all classes and conditions of men. Nay all artificial barriers must in time be removed so

that the age of that brotherhood and equality of man which all great founders of religion dreamt of, may be brought nearer by a few degrees.

A very notable event of the education calendar has been the publication of the report of the Calcutta University Commission. So far as I have been able to go through it I have found it most interesting and instructive and I have not the least doubt that the authorities of this University and the Mysore Education Department will find in those five volumes considerable matter for very careful consideration and many illuminating suggestions. As I am not an educationist, I will not attempt any criticism of the various proposals, but, generally speaking, I am in agreement with the main outlines of their scheme. I wish only to make some general observations which I hope will not be quite out of place. To start with, the Commissioners have rendered a great service to the country by pointing out in such a clear and convincing manner supported by a strong array of authorities that the whole system of Indian education has to be recast so as to keep it abreast of the ideals and requirements of the times. Its different divisions such as elementary, secondary and University education must be co-ordinated with each other as far as possible, but at the same time each must have a distinct purpose in view. In the present circumstances, elementary education in India would fail of its object unless the training of the pupil, in the industry pursued by his parents or some other suitable art or craft formed its integral part. And I must strongly urge that there should be a well-thought out and comprehensive method, supported by a generous system of scholarships and stipends, for selecting distinctly promising boys from the elementary grade for the secondary schools. A proper and adequate system of scholarships in my opinion, should indeed be in the forefront of the educational programme throughout. This I am glad to find is fully recognised by the Mysore Government.

As for secondary education, that must be regarded as the backbone of every educational system. Its aim should be to make of those who have been through its full course cultured, resourceful and patriotic citizens of the State, useful to themselves and to society. A student who has completed his education in a secondary school should be fit to receive training for the different professions such as law, medicine, engineering and for mercantile and industrial business and the management of concerns like zamindari. The course should be so framed as to occupy the average student till his eighteenth year. Here I may incidentally draw attention to one important question, whether there should be any minimum age at all for the grant of a certificate of completion of the secondary course or if there is to be one, whether power of exemption should not be reserved for the benefit of boys of more than average ability. It seems to me that a hard and fast rule by which the most talented youths are kept back—may be for one or two crucial years—is mischievous and wholly indefensible. One point I wish particularly to emphasise before you—the supreme importance of which is so repeatedly recognised by the Commission, namely the necessity for an adequate supply of efficient teachers without which no system of education however well devised has

any chance of success. It is a most deplorable fact that the value of men into whose hands is entrusted the training of the future generation should so often be assessed at starvation wages, in the lower grades even inferior to those of factory and mill hands and in no case sufficient to attract men of the best intellect and character in the country. The educational service should be at least as well paid as any other service and it should be assured as an honoured status. Then too much care cannot be bestowed on the selection of both the teaching and the administration staff. They must be men not only well educated and proficient in the subjects entrusted to them but men of sympathetic imagination who can at the same time enforce discipline, men who regard teaching as a noble profession or rather as a mission and who understand and are in full sympathy with the ideals and requirements of the country and with the ambitions of the students.

Another most important question in connection with secondary education is whether English or the Vernacular should be the medium of teaching. My opinion on the point is set out in full in the Commissioners' Report and all that I would say now, is that I adhere to it as a statement of principle. The vernaculars of the country are unfortunately too numerous and it is my own belief that not one of them is yet fitted to be the medium of higher instruction. If there be any vernacular which possesses a sufficiently educative literature, my objection does not apply to it, but at the same time there must always be a school in every secondary educational division with English as the medium of instruction, so as to allow of a choice. In deciding upon this question, every care should be taken not to sacrifice the interests of sound education for the sake merely of sentiment however laudable. Besides I confess to you that I am one of those dreamers who look forward to the time when there will be one common language for the whole of India and even if the language which has the best chance in this respect be not one of indigenous growth, such as English, I would be prepared to accept it, and readily sacrifice some very dear predilections of my own, in the best interests of the generations to come. I may also point out here that the languages of our religions and the classics are not any spoken vernaculars but either dead or foreign languages. For all boys to have to learn a number of languages when education can well be imparted and useful practical knowledge absorbed through the medium of one, is a woeful waste of energy and time, which must ultimately be obviated. It is often asserted that English can never form a proper medium of highest expression for an Indian. This is however contrary to patent facts. For instance, could highly abstruse philosophical and entrancingly beautiful poetic thoughts and emotions be more charmingly and at the same time accurately expressed than they have been by Rabindra Nath Tagore in the English language, though some of his writings are called translations? Thousands of educated Indians all over India use English as the easiest channel of communication and is it not also a fact that English, especially in the south, is rapidly gaining ground among sections at least of the labouring classes such as skilled workmen and domestic servants, with advantage to themselves and their employers? In educated families

now a days most children are in fact bi-lingual. These are facts which have to be taken into account in dealing with the question.

The University, as I understand it, should have two objects in view, imparting a high order of general education and culture and also professional training founded on the work already done in the school, and for students of more than average calibre and scholastic proclivities, the University should provide facilities for the acquisition of highest learning in every branch of knowledge and for training the student for scientific or literary research. If any University is to be a centre of learning and research in this sense, two things are essential : it must at any cost secure the services of at least a few savants and scholars of high attainments and recognised status, and it must be generously equipped with ample and well-organised libraries and laboratories. The value of a good library is, I am afraid, not sufficiently realised in this country. It must be borne in mind that it is the thoughts of the great men of genius as enshrined in the books that are the real instruments of education and the ordinary living teachers can only help and guide the student in assimilating their ideas and in absorbing those sublime and beautiful sentiments and emotions which the best spirits of different ages and countries have expressed in immortal words. A further ideal which should be directly kept in view is that the graduates of the University should be fitted to be leaders of men, with their intellect, will and body efficiently trained for the task. With this end in view, emphasis is rightly laid on the importance of promoting a corporate University life, the tutors being in personal touch with the undergraduates as sympathetic but not too obtrusive guides.

I am also in complete agreement with the opinion of the Commission that education of the girls should receive at least as much attention as that of the boys, and I believe it to be strictly accurate to say that educated women would help to spread education and culture in the future generations and in the general community more rapidly and effectively than twice the number of educated men. In fact I believe that once education has captured the seclusion of the Indian ladies, no further propaganda work will be needed and the capacity of succeeding generations for all good work will be immensely improved. I do not know of another more potent cause of the degeneration of the country than the customs prevalent in India especially among the Mahomedans, by reason of which women lose all chances of development in free and natural ways.

I have not the least doubt that the citizens of this State are proud to have a University of their own. May I not also assume that every one will consider it to be his duty to make such contributions as he is capable of, towards its advancement? The rich men of Mysore, the noblemen, the landowners, the merchants, the bankers and the prosperous lawyers and traders will, I earnestly hope, rejoice in having an object, worthier than which there is none, on which to lavish their wealth and treasures. It would indeed be a matter of surprise and disappointment to all—may I say from His Highness the Maharaja down to an interested visitor—if the Mysore University is not richly

and abundantly endowed by the munificence of the wealthy sons of the State.

There is one matter of Mysore Educational policy—apparently an integral part of the general policy of the State—to which I wish to refer for one moment without entering upon an arena which lies outside my jurisdiction. I mean the effort that is being made to give equal chance of education to all communities and castes and not to allow the educational opportunities offered by the State to be monopolised by the most active and the forward. Where a State is asked to play the role of a guardian of the people and not that of a mere watchful policeman, it has to take as much care of the slow and the backward among its wards as of the more vigorous and pushing ones, if not more. At the same time the State would itself be a heavy loser if it failed to encourage intrinsic worth or talent simply because it happens to be more common in one community rather than in another. If I may be permitted to say so, the attitude of His Highness the Maharaja has in this respect been inspired by the highest wisdom and is worthy of imitation by other rulers. I also take this opportunity to express on behalf of the Mahomedans of this State—with whose sentiments I may claim to be fairly familiar—their sense of grateful appreciation of the anxiety of His Highness and his Government to help them to win for themselves a position in which by their steadfast loyalty and devotion they can render services of value to the State.

Graduates of the Mysore University, I now wish to offer you my warmest congratulations on the successful termination of your academic career which has just been crowned by the award of Degrees and Diplomas in this distinguished and brilliant assembly. May the memory of this eventful day long inspire you in discharging honourably and with credit the responsible duties in relation to the State, the society and yourselves which appertain to the position of a graduate of this University. As I have tried to indicate in all that I have said, the primary object of the State in instituting higher education is to produce a body of men who, by their trained intellect and moral character, by their knowledge and liberal ideas, will be of service to the State in helping the people along the highway of steady progress, enlightenment and prosperity. Do not misunderstand me. I do not mean for one moment to suggest that the State has educated you in order to employ you in certain paid official appointments. That, as you know, is not so; the paid agencies of the State are necessarily limited in number, but the State has an undeniable claim upon your services for the behoof of the people in many ways other than by employment in official departments. The mass of work that is to be done in this way is very large in almost all directions of communal life, some of which I have already indicated. What is expected of you is not that you should devote all your time to this work but that you should always remember that it is as much your duty to render some direct service to the society as to earn your own living. You must think and act not only for your own selves or your families but for the future generations of the people. How much time and thought should be devoted

to one kind of work or to another is a matter of detailed adjustment to be determined by each individual with reference to his personal circumstances and the nature of social service which he is most fitted to undertake. All this may sound somewhat severe advice, but if you stretch your vision but a little into the future, and if all your care and concern be not for your immediate personal ease, you will no doubt realise that, by helping the State in its beneficial activities and by ameliorating the condition of the people around you, you will be making the lives of your children and grand children and perhaps your own far more comfortable and happy than if you earned twice the income for the time being. Besides, to a truly educated man, can there be a purer and a greater source of happiness than the service of his State and the people? Take it from me that at least before the war conditions supervened a man could live in Europe more comfortably, a more healthy and a fuller life with, say an income of Rs. 100 a month, than in India. Why, because there is in Europe far more of corporate effort and organisation and therefore the strain on each individual is much less. For instance, locomotion in London with its innumerable tubes, railways, buses and tramways and taxis is far cheaper and easier than in Bangalore, Madras, Bombay or Calcutta or in any other city in India. Then there is very little scope here for large mansions or hotels where a number of people can live together in well-appointed rooms served by a common service. In fact the habits and ways of the people and the existing social arrangements are not economically suitable for a comfortable healthy standard of living for persons of small incomes. Then look at the condition of the poor and all that it signifies in appalling mortality, steady decline of vitality, the spread of famine and pestilence. Is it difficult for you to realise that the country has reached a critical stage and that you must change your outlook and your methods, get rid of as many obsolete notions as possible, and as fast as you can, set about organising society, for all the various kinds of necessary communal work, such as industrial development, education, social reformation and sanitation?

One piece of practical advice, I should like to give you. Start on your life with as little personal and domestic burden on your shoulders as possible. You will then find that your earning capacity will greatly increase and you will at the same time be in a more favourable position to render valuable service to the State. Keep your breasts always filled with courage and faith, hold up your heads in whatever position you are placed. Look upon honest work of every kind as equally worthy of the greatest and the lowest and never scruple to brush aside whatever artificial obstacles you may find in the way of any work which your conscience tells you is for the good of humanity. Remember always that the highest mission in life is to serve one's fellow-beings. I wish you every good fortune in your future career.

PART I.—Orders of Government (Mysore.)

FINANCIAL.

Casual Leave.

EXISTING LIMIT RAISED.

The limits of 5 and 7 days fixed in Articles 156 and 158, Mysore Service Regulations, in regard to the grant of casual leave and the period of absence including Sundays and other authorised holidays with which such leave is combined are raised to 7 and 10 days respectively.

G. O. No. Fl. 5113-62—S. & A. 90-19-3, dated 23rd February 1920.

Budget Finance Committee.

REVISED RULES FOR THE ELECTION OF A MEMBER FROM THE LEGISLATIVE COUNCIL.

The following rules and procedure are prescribed for the election by the non-official members of the Legislative Council of a member from among themselves to serve on the Budget Finance Committee :

1. Before the 17th March 1920 such of the non-official members of the Legislative Council as are desirous of standing for election to the Budget Finance Committee shall intimate their names in writing to the Secretary, Mysore Legislative Council.

2. The election will be by votes to be taken on voting papers containing the names of candidates who have signified their intention to stand for election under the above rule. The voting papers will be supplied for the purpose by post to the members before the 20th March.

3. The voting papers will be returned by post duly registered or by delivery in person to the Secretary, Legislative Council, so as to reach him before the 25th March.

4. Each non-official member will be entitled to vote for one name only out of the list.

5. The Secretary, Mysore Legislative Council, shall count the votes and the candidate who secures the highest number of votes, or if more than one candidate secures such number, one of such candidates chosen by lot will be considered to have been elected by the non-official members of the Legislative Council to serve on the Finance

Committee and his name will be duly notified along with the names of the other non-official members of the Committee.

G. O. No. G. 21059-76—Legis. 22-19-1, dated 11th March 1920.

Budget Finance Committee.

TERM OF NON-OFFICIAL MEMBERS.

Government direct that the term of the non-official members of the Finance Committee reconstituted by Government Order No. Fl. C. 1-50, dated 8th October 1919, be fixed for a period of three years.

If any such member whether elected by or nominated from the Legislative Council or Representative Assembly ceases to be on the body concerned before the expiry of the period of three years, his place on the Finance Committee will be filled up in the usual course by a fresh election or nomination as the case may be.

G. O. No. Fl. 6915-64—G. F. 77-19-4, dated 29th March 1920.

Government Savings Banks.

REVIEW ON THE REPORT FOR 1918-19.

The improvement in the net deposit balances noticed in the year 1917-18 has been maintained during the year under report and the total amount at the credit of depositors on 30th June 1919 was Rs. 85,51,128, the highest figure recorded since 1905-06.

The number of current and dead accounts at the end of the year under report was 34,601, but the total number of nominations recorded up to that date was only 112. The Comptroller is requested to give wide publicity to the rules regarding nomination to Savings Bank accounts so that a larger number of depositors may avail themselves of the privilege.

Proposals for rendering the scheme of Village Savings Banks more attractive and popular promised by the Comptroller are awaited.

G. O. No. Fl. 5660-709—G. F. 195-19-2, dated 13th March 1920.

The State Provident Fund.

RATE OF INTEREST RAISED.

The Government of His Highness the Maharaja are pleased to fix the rate of interest on subscriptions to the State Provident Fund and the Railway Provident Fund (compulsory deposits) at 5½ per cent per annum from 1st July 1920, until further orders. Government reserve the power of altering the rate of interest whenever they consider it necessary subject to six months' notice being given to subscribers before any alteration is made.

G. O. No. Fl. 6020-69—G. F. 158-19-4, dated 20th March 1920.

REVENUE.

Village Improvement.

REVIEW ON THE PROGRESS REPORT FOR THE QUARTER ENDING 30TH SEPTEMBER 1919.

The number of Village Committees in all the districts remained the same (8,957) as in the previous quarter. The discrepancy in the figures of the Shimoga District should have been avoided.

Special Village Improvement Works.—During the quarter 683 Committees carried out special works as against 864 Committees in the previous quarter. The cost of works carried out with Government aid was only Rs. 9,533-12-0 as against Rs. 48,589 in the previous quarter, the amount actually spent being Rs. 2,216-11-0 as against Rs. 16,845. The value of works executed without the aid of Government grants was Rs. 38,307-11-0 as against Rs. 55,833 in the previous quarter. The results achieved under this head during the quarter under review are thus very poor.

Cart-tracks.—The total length of cart-tracks newly opened or improved was 219 miles and 4 furlongs as against 396 miles in the previous quarter.

Village Common Fund.—A sum of Rs. 5,692-6-9 was collected towards the Village Common Fund as against Rs. 14,798 during the previous quarter.

The Amildars of Honnali, Shikarpur and Shimoga are reported to have done good work during the quarter.

There is an appreciable fall under all items of work during the quarter.

Government note with regret that there is considerable slackening in the communistic activities during the period under review. The Revenue Commissioner attributes this set-back to:—

- (i) Replacement of official by non-official agencies for this work and the grant of greater powers to the latter, and the time required for them to become active local leaders.
- (ii) The constitution of Panchayets in larger villages which used to swell the figures of Village Improvement statistics when the Amildar and Shekdar had authority in them and
- (iii) The impossibility of maintaining for long, communistic activities under official pressure.

Government, however, hope that this decline is only temporary

and that it is mainly due to the adverse seasonal conditions, economic disturbances and the critical food situation which prevailed during the period. They trust that a more spontaneous and abiding improvement will follow with the return of normal conditions.

G. O. No. R. 9110-21--R, M. 5-19-51, dated 11th February 1920.

Agricultural and Industrial Statistics.

REVIEW FOR 1918-19.

Village activities.---The statistics cover 185 villages more than in the previous year, being for 18,923 against 18,738 villages in 1917-18. The number of Village Committees administering these villages has decreased from 10,929 to 10,524. There are also similar decreases of varying degrees, in the number of committees that did real work, quantity of village improvement work turned out, the value of religious and charitable works executed by private parties, the number of villages where weekly meetings were held for purposes of education and of those where communal labour was rendered for half a day in the week. The regularity with which communal labour was rendered shows also considerable decline. The general reason given for these decreases is the prevalence of influenza and the economic strain on the population consequent on scarcity of food stuffs and rise of prices.

Population statistics.---The population of these villages numbered 47,71,549 against 49,07,650 in 1917-18, the decrease of 2 lakhs being mainly due to the ravages of influenza. Some considerable discrepancy in numbers is noticeable between the decreases in the different sex and age groups indicated by these figures and those indicated by the statistics of influenza mortality supplied by the Sanitary Commissioner. The relative variations, however, do not differ and the total decrease as evidenced by these figures is about the same, *i. e.*, 2 lakhs, as that disclosed in the other set of figures. On examining the incidence of mortality by occupations, it is found that it was heaviest among agriculturists. The decrease in the total population depending on agriculture as given in these statistics, almost equals the decrease in the total population, the decrease in some of the other occupations being set off by increases in others. The only conclusion open from these figures is that the decrease under agricultural population is occasioned, not merely by influenza mortality but also by transfers of agricultural population to other occupations to some considerable extent. For example, the decrease under labour is only 4,000 for a population of 4,26,000 and the number under "other occupations" gives an increase of 14,000 in a population of 2,40,000. Both these groups doubtless suffered to an appreciable extent from the prevalence of influenza and the absence of substantial decreases in them shows that their ranks have received appreciable additions from agriculture. Such transfer is most noticeable in Kolar and only

slightly less so in Tumkur. It is noticeable in the districts of Mysore and Chitaldrug also. The circumstances that led to the transfer of agricultural population to the other occupations as well as the exact nature of the so called "other occupations" deserve careful study by local officers. It is well to remark in this connection that the group "other occupations" includes mendicants also and it would be a matter of no small concern if it should turn out that the transfers from agriculture have really been to that class. These statistics give also a general impression of higher mortality among dependents than among actual workers, except in the case of agriculture where the male workers show the heaviest percentage of mortality.

Education.—Coming now to the statistics relating to education, it is found that the increase by 145 in the number of schools (8,040 against 7,895) was very slight indeed and that the number of Government schools at the end of the year was actually less than that in the beginning in Mysore, Shimoga and Chitaldrug Districts. In view of the fact that hardly 2,19,414 pupils or 4·5 per cent of the total population are receiving instruction and that only 2,67,448 persons or 5·6 per cent of the total population dealt with in this return are literate, it is not a matter that Government can contemplate with equanimity, that the activity to keep up a steady, though slow, increase in the number of institutions should have abated. Government note also that the actual number at school was 6,000 less at the end of the year than at the commencement and that the largest deficiency was under boys, being 3,880. The argument that influenza is responsible for this decrease cannot be accepted, as the figures relate to the strength of schools in April or in June 1919, *i.e.*, over 4 months after the abatement of the influenza epidemic. The decreases were largest in Mysore being 2,000 under boys and 800 under girls, while there was a decrease of 1,800 under adults in Tumkur District. It is possible that the decrease under adults in Tumkur is only apparent and is actually due to an inflated figure having been given in the previous year, but the decrease in the Mysore District is disconcerting. The total number of reading rooms and similar institutions at the end of the year is found to be 1,709 as against 1,671 in 1917-18, there being a large decrease of 126 in Tumkur and of 93 in Mysore. Comparing, however, these figures with the figures of 1914-15, it is found that in spite of the temporary decrease consequent on the exceptional features of the year, the advance over the previous quinquennium has been maintained. The total number under instruction showed an increase of 35,000 or 25 per cent under boys, 10,000 or 50 per cent under girls and 12,000 or 250 per cent under adults.

Agricultural production.—In statistics of agricultural production, the bad seasons and the high prices are both found reflected. Though there was a shrinkage under area cultivated (59,71,422 acres against 63,19,014 for last year) the value of outturn (Rs. 10,80,74,515 against Rs. 10,59,29,376 for 1917-18) was higher than that of the previous year by 20 lakhs owing to the high prices. It is not possible, however, to accept those figures as wholly accurate, the figures in several cases, particularly in the Bangalore District bearing evidence of inaccuracy,

e.g., the value of ragi produced in the Bangalore District during 1918-19 is given as 1,18,00,000 against the value of 83 lakhs in the previous year. Similarly the value of the output under horse gram and other pulses is given at 21 lakhs against 5 lakhs in the previous year. Allowing both for increased production as the result of the special food production campaign conducted by the Agricultural Department in regard to summer crops last year, and also for high prices, it is difficult to accept these figures without a guarantee of reasonable accuracy from the local officers and this is not forthcoming.

Under Mulberry (37,740 acres against 28,311), an increase of 110 per cent is shown in the value of outturn of the whole State, Bangalore, alone claiming an increase in value to the extent Rs. 5,40,000 over the previous year's figure of Rs. 1,80,000 and Mysore claiming an increase of Rs. 6,50,000 over the previous year's figure of Rs. 4,90,000. These figures again have been submitted without special comment and guarantee. The Deputy Commissioners and the Superintendent of Sericulture are requested to get these figures verified and to issue instructions for the correct recording of values in future years.

Agricultural stock.—The general trend of statistics of agricultural stock is not encouraging. Though the apparent decrease of 2 millions under live-stock (72,12,530 against 92,08,552) is due to an error to that extent in the figure for Shimoga given for 1917-18, there is still evidence of appreciable loss under this head. There was a substantial decrease of 21,220 in the number of ordinary ploughs and there was no increase worth mentioning in the number of improved ploughs in use. The decrease in irrigation wells even in a year of comparative drought is evidence of the lack of resourcefulness in the raiyats at present. The number of pumping installations in use shows an apparent decrease of 80 from 189 in the previous year but a reference to the figures for 1916-17 discloses that the decrease is fictitious in as much as the figure for Shimoga given for the intermediate year (1917-18) was inflated to the extent of nearly 80.

Industrial output.—The outstanding feature of the industrial statistics is the large decrease in the quantity of output under weaving, though the value of even this decreased output is higher than that of the output of 1917-18 being Rs. 51,56,799 against Rs. 50,12,659. It is obvious, however, that there could have been no increase in the real wages of the weavers. The figures under sericulture are again misleading, the unit of quantity adopted in Kolar District being obviously different (and comparatively minute) from those adopted in the other districts. The value of output under this head shows some increase due to high prices.

The sudden decrease from 1,954 in the previous year to 799 in the number of *charkees* in use requires also explanation.

Comparing the incomes of several occupations, it is seen that weaving still retains the first place, yielding an income of Rs. 41·5 per head of population depending upon it. Silkworm rearing comes next with Rs. 34·2 per head. Agriculture including under this head the rural labourer as well, who mainly depends on agriculture yielded Rs. 25·5. The potter comes last with Rs. 18·3 per head. Taking

non-agriculturists, all told, their average income is found to be Rs. 9.5 which is obviously due to the unproductive nature of the so called "other occupations" comprising 2.5 lakhs of people, against 2.9 lakhs of people in specified occupations.

There are still over a million acres of assessed land available for cultivation and liberal rules exist also for the grant of *shraya* tenures and of takavi loans in deserving cases. With such facilities and with 6.5 lakhs of people with neither land nor specified occupations, the Revenue Officers whose duties in four districts have been considerably lightened by the separation of Judicial and Executive functions have ample scope for useful activity in the direction of settling this population gradually on the land.

Economic condition.—The figures given under the heading "Economic conditions and agencies for improvement" tell also a similar tale of lack of progress. The number of agricultural families having subsidiary occupations has decreased by 4,000 (72,720 against 76,951) and that of families which can sustain themselves in successive years of scarcity has fallen by 7,700 (51,243 against 58,996). The other unfavourable features have already been referred to in the review. The percentage of the members of co-operative societies to the total number of possible members (heads of families) is very low being only 4.6 per cent. The number of villages having some communal institution or other is still inconsiderable. A review of these figures therefore only impresses upon Government the need for greater vigilance and activity in the cause of rural amelioration and they desire to call upon all their local officers to make sustained efforts in this behalf.

Government are aware that the conditions during the year were exceptional. Substantial progress stands to the credit of the local officers as the following table prepared for the quinquennium (1914-15 to 1918-19) will show:—

STATE AVERAGE.

1914-15.	1918-19.
One school for every 847 persons.	One school for every 593 persons.
Twenty-nine pupils in each school.	Twenty-nine pupils in each school.
Literacy—4.9 per cent of the population.	Literacy—5.6 per cent of the population.
Percentage of pupils under instruction to total population 3.4 per cent.	Percentage of pupils under instruction to total population 4.7 per cent.
Average income per agriculturist Rs. 21.	Average income per agriculturist Rs. 25.5.
Average income per head of population Rs. 20.	Average income per head of population Rs. 23.
One Co-operative Society for every 27 villages.	One Co-operative Society for every 22 villages.
One Reading Room for every 8,231 persons.	One Reading Room for every 2,792 persons.
One Improved plough for every 465 ordinary ploughs.	One Improved plough for every 217 ordinary ploughs.
Seventy-one pumping stations or 8.8 per district.	One hundred and nine pumping stations or 13.6 per district.

Minor Tanks Restoration Scheme.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

The total number of unrestored minor tanks, the number unfit for restoration and that fit for restoration are stated to be 18,463, 4,253 and 14,210 as against 18,371, 4,118 and 14,253, respectively, shown in the statement submitted by the Revenue Commissioner for the previous year (1917-18). The explanation for the discrepancies noticed in the previous year's report, called for in para 3 of Government Order No. R. 13567-78—L. R. 15-18-7, dated the 24th April 1919, which has not been received till now should be submitted together with reasons for the variations referred to above.

According to the present report the number of tanks selected for restoration during 1918-19 in the Hassan (124), Shimoga (17), and Chitaldrug (4) Districts varies from that given in paragraph 2 of the Revenue Commissioner's review No. C. 3139—17-18, dated the 2nd—6th May 1919. Such discrepancies should be carefully guarded against in the submission of periodical returns, reports and reviews.

A correct up-to-date list showing the unrestored minor tanks in each district with information as to whether each of them is considered fit or unfit for restoration should be obtained from the Deputy Commissioners and submitted to Government for their information within three months from the date of this order.

It is very unsatisfactory to note that only 78 out of 598 incomplete works of previous years and only one work out of the 154 works sanctioned during the year under review are reported to have been completed. The full allotment has not been spent in any district while in the Mysore and Chitaldrug Districts not even half the sum allotted was utilised.

Government are constrained to observe that the minor tanks restoration scheme did not at all make anything like satisfactory progress during the year under review.

Land Revenue Administration.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

Sub-Division Charges.—Three additional Sub-Divisions were constituted during the year, in the Districts of Hassan, Kolar and Kadur and the Personal Assistant to the Deputy Commissioner, Tumkur District, was placed in charge of the Tumkur and Kunigal Taluks newly constituted into a Sub-Division.

Administration Report.—The Revenue Commissioner is requested to insist upon the Assistant Commissioners in charge of Sub-Divisions submitting their administration reports in the prescribed form.

Season and Agriculture.—(1) The rainfall was irregular, insufficient and badly distributed during the year. The average rainfall

during the year 1918 was only 29·24 inches against 43·09 inches in the year previous. The Mungar rains were both late and scanty except in Bangalore, Mysore and Hassan Districts. There was a long break in those months of the South-West monsoon which ordinarily form the most rainy part of the year. The North-East monsoon mitigated only to a small extent the effect of the failure of the South-West monsoon. Most of the tanks did not receive a sufficient supply of water. The standing crops suffered for want of adequate rains. Orders were issued to throw open the tank beds for cultivation of quick-growing crops, to grant takavi and land improvement loans on a liberal scale in addition to special concessions granted for Village Improvement and Minor Tanks Restorations works. The famine relief programme was revised and complete lists for works to be undertaken prepared.

(ii) The outturn of the chief food grains was much poorer than in the previous year and less than half the normal especially in the maidan districts of Kolar, Tumkur, Bangalore and Chitaldrug, the yield of ragi in the Kolar District being as low as 3·62 annas.

Prices.—The prices of staple food grains which ruled high in the previous year, rose to an alarming extent during the year. Owing to the meagre rainfall, shrinkage of cultivation, abnormally low yield of crops, difficulties of transport and other causes the prohibition of export of foodstuffs except under permits, and the importation of large quantities to supplement the available local supplies by the Government became imperative. A Food Controller was appointed in the early part of the year to regulate the prices and export of food grains and other necessities of life, to arrange for the importation of rice, gram and wheat from Burma and other Provinces of British India and to distribute the same throughout the State. With the hearty co-operation of the Government of India and other Provincial Governments and the valuable assistance of the Central Food Supply Committee and the District Committees, the Government were able to meet the food situation which, however, continued to be a source of anxiety throughout the year. Special concessions such as the temporary grant of gomal and kharab lands and tank beds and permission to utilise water from the Krishnarajasagara and the Vani Vilas Sagara for raising quick-growing food crops with partial or full remission thereon were sanctioned. The remission of assessment on all wet lands on which no crops were raised, or in which the crops had totally failed in the affected tracts of Bangalore, Kolar, Tumkur and Shimoga Districts, and certain other concessions in respect of Village Improvement and Minor Tanks Restoration works and free grazing in State Forests in the affected parts, were also ordered.

(iii) The area taken up and relinquished was 27,579 acres and 10,426 acres as against 48,493 acres and 16,252 acres respectively, in the preceding year, with the result that the net occupied area increased by 17,153 acres during the year under review. There was, however, a fall of 5,49,269 acres in the net area cropped during the year as compared with that of the previous year, in

spite of the slight increase under Cholum and Horse gram. The area under crops was 75·3 per cent of that under occupation as against 82·3 per cent in 1917-18.

Condition of the people.—The year was not a prosperous one for all classes of people. The rates of the wages continued to remain high owing to the increased cost of living brought about by the rise in prices of the staple food grains and other necessities of life.

In spite of the adverse seasonal conditions, there was no abnormal movement of the people in search of employment in any of the districts. The new Iron Industry at Benkipur, the Shimoga Arasalu Railway, the Manganese Industry, the Bhadra project and the Government Saw Mills attracted a large number of workmen from the bordering British Provinces in Northern India. Over 2,000 people mostly weavers from Bombay and Madras Presidencies are reported to have temporarily settled in Harihar, Davangere and Molakalmuru, owing to the comparatively low cost of living in the State.

Transfers of lands.—There was reduction in the number of cases of transfers of land from agriculturalists to non-agriculturalists and the net result was in favour of the agriculturalists, who increased their holdings by 1,442 acres with an assessment of Rs. 4,196.

The decrease in the number of sales and increase in the value of lands so transferred indicate that the landed classes are not affected by the adverse seasonal conditions and the price of land is going up in spite of rise in the cost of living and adverse seasonal conditions.

Public Health.—Public Health was far from satisfactory during the year. The number of births was 92,370 as against 98,362 in the previous year. Influenza which appeared in a mild form in July 1918 became a pandemic in October and carried away 2,19,446 or 3½ per cent of the population in the course of a few weeks. In spite of the decrease in the number of deaths from Cholera and Plague, the total mortality during the year under review was 3,24,613 as against 1,04,848 in the preceding year.

Revision Settlement.—This was introduced during the year in the Nagamangala and the Chiknayakanhalli Taluks.

Demand, Collection and Balance.

Land Revenue.—The Land Revenue current demand for the year was Rs. 1,09,47,184 or Rs. 19,799 more than in the previous year. The increase was due to the introduction of revision rates in the Arsikere Taluk and to the expansion of land under holding.

Inclusive of the arrears pending at the beginning of the year, the total gross demand was Rs. 1,24,47,184 as against Rs. 1,24,61,879 for 1917-18. Owing to the adverse seasonal conditions, a sum of Rs. 3,43,142 on account of the current demand was remitted for the year, under Government Order No. R. 13579-88—L. R. 375-18-13, dated 24th April 1919, which sanctioned the remission of half wet assessment on lands which remained uncultivated or the crops in which

totally failed. An additional sum of Rs. 22,258 out of the arrears of the previous year, was also remitted as irrecoverable. The total recoverable demand was thus Rs. 1,21,04,780 as against Rs. 1,23,37,862 in 1917-18.

The total collection was only Rs. 1,00,72,101 or 82·9 per cent of the net demand against Rs. 1,08,86,769 or 87·8 per cent in the previous year, which falls short of the average of the previous five years, by a little over two lakhs. This fall is chiefly attributed to the adverse seasonal conditions, to the tightness of the money market and to the abnormal rise in the prices of the necessities of life. The balance at the end of the year was Rs. 20,32,679 of which Rs. 5,42,764 related to previous and the reminder to the current year.

Collection work as regards land revenue was the best in the

Nanjangud	...	74·0 p. c.	Jagalur Taluk, (99·3 per cent) and satisfactory
Chikmagalur	...	73·4 "	in the taluks of Nagar (98·2 per cent), Davan-
Manjarabad	...	68·7 "	gere (98·2 per cent), Holalkere (97·3 per cent),
Arkalgud	...	68·0 "	Kankanhalli (97·2 per cent), Hiriyur (95·5 per
Srinivasapur	...	66·2 "	cent), Molakalmuru (95·5 per cent), Chamraj-
Shikarpur	...	60·8 "	nagar (95·4 per cent) and Tiptur (95·2 per
Shimoga	...	58·0 "	cent). It was most unsatisfactory in the marginally noted taluks.
Sorab	...	36·1 "	Even allowing for conditions adverse to facility of collection, Govern-

ment consider that there has been an inexcusable slackness on the part of the officers concerned in the matter of recovery of old arrears and current demand in these taluks. The Revenue Commissioner is requested to inquire into this matter and report to Government the names of the officers responsible, for such notice as may be considered necessary.

Mohatarfa.—The demand for the year including the arrears of previous years was Rs. 3,38,778 against Rs. 3,57,323 in 1917-18 and the total collection inclusive of remission was Rs. 2,69,946 or 79·6 per cent of the total demand against Rs. 2,85,365 or 73·3 per cent in the previous year. The percentage of collection in the districts of Shimoga, Hassan and Mysore was very unsatisfactory, especially so in the last named district. The closing balance was Rs. 68,832, the amount being the highest in the Mysore District (Rs. 27,632), and Hassan coming next with Rs. 15,506. Prompt steps should be taken to reduce these arrears.

Coercive processes.—Though the number of the various kinds of processes issued during the year was 1,15,000 which is 24,803 more than in the previous year the recoveries made by the adoption of these processes amounted to only 6·53 per cent of the total collection as against 8·10 per cent in 1917-18. About 94·7 per cent of the amount thus recovered came in by the mere issue of demand notices. There was an increase in the number of sales of occupancies under Section 159 in all districts except Chitaldrug. The increase in the total number of processes issued during the year was apparently mainly due to the withholding of payment of Government dues by the landholders in the expectation of obtaining remission.

Tanks.—Four hundred and two major tanks in all the districts (except Bangalore for which the required information is said not to

have been furnished by the Deputy Commissioner) and 750 minor tanks in all the districts were restored or repaired during the year at an outlay of Rs. 1,82,354 and Rs. 1,53,798 against 319 (for all the districts) and 596 at an outlay of Rs. 1,98,305 and Rs. 1,46,284 respectively, in the previous year.

Government regret to note that the inspection work of tanks by Deputy Commissioners and Sub-Division Officers during the year was wholly inadequate, only 208 and 573 tanks respectively, being inspected by them. Information on this point has not been even furnished by some of the Deputy Commissioners and Sub-Division Officers.

Vanivilasa Sagara Channels.—The total extent under the block system of irrigation under the Vanivilasa Sagara was 11,364 acres 26 guntas against 11,285 acres 22 guntas in 1917-18, of which 8,635 acres 14 guntas were under occupation against 8,236 acres 10 guntas in the previous year, leaving an extent of 2,729 acres 12 guntas still available for occupation.

Government note with satisfaction that the sanitation of the channel villages has improved as a result of the prohibition of cultivation in the vicinity of villages.

Tank Panchayet Scheme.—Inclusive of the five panchayets the constitution of which was sanctioned during the year, the total number of panchayets sanctioned from the commencement of the scheme is 103 out of which only 84 panchayets are said to have been actually formed. Government note with concern the fact that their attempts to hand over the management of the tanks to Village Panchayets have not so far met with any real response from the people and that very few panchayets have collected funds and interested themselves in their duties such as the distribution of water, the clearing of lantana and rank vegetation on tank beds.

Land improvement and Takavi loans.—In addition to the usual allotment of Rs. 1½ lakhs provided in the budget for 1918-19 a sum of Rs. 2½ lakhs was, owing to unfavourable seasonal conditions, sanctioned during the year for takavi advances, etc. Out of this amount, a sum of Rs. 2,56,521-8-0 was sanctioned during the year in 2,870 cases, viz., takavi advances in 2,557 cases, Land improvement loans in 278 cases and loans for irrigation wells in 35 cases, against 460 in the previous year for all the three classes of loans. The amount actually advanced during the year was Rs. 2,68,554-8-0, Rs. 2,00,854-8-0 for takavi advances, Rs. 57,605 for other land improvements and Rs. 10,095 for irrigation wells.

The instalments that fell due during the year including arrears were Rs. 85,472, Rs. 77,710 and Rs. 36,624 respectively under the three heads out of which Rs. 46,023, Rs. 38,652 and Rs. 27,000 were collected representing 53·8 per cent, 49·47 per cent and 73·7 per cent against 67·8, 65·5 and 83·1 per cent in the previous year.

Government note that the collection in the taluks and sub-taluks noted below was not satisfactory, that there has been no recoveries at all in respect of land improvement loans in Nagamangala, Nanjangud, French Rocks, Mysore, Chamrajnagar and Manjara-

bad Taluks. The number of loan applications under takavi advances pending at the close of the year in the Kolar, Shimoga and Kadur Districts was very large:—

Channapatna ...	In respect of takavi advances.	Magadi ...	In respect of Irriga- tion wells.	Heggaddevan- kote.	In res- pect of Land Impro- vement Loans.
Yedatore ...		Srinivaspur ...		Seringapatam ...	
Gubbi ...		Gubbi ...		Yedatore ...	
Channarayapa- tna.		Shikarpur ...		Hassan ...	
Kadur ...		Turuvekere Sub- Taluk.		Shikarpur ...	
Chitaldrug ...				Gudibanda Sub- Taluk.	
Turuvekere Sub-Taluk.					
Kumsi do ...					

Veterinary hospitals.

Cattle mortality in all the districts was less than in the previous year, being 85,915 as against 97,036 in 1917-18. Twenty-five thousand four hundred and eighty-six cattle were inoculated against infectious diseases during the year, and the number of fresh admissions and the daily cases treated in the several Veterinary hospitals and dispensaries rose from 23,332 and 80,285 in 1917-18 to 24,047 and 91,051 during the year.

Only 8 hospitals and 8 dispensaries were working during the year. On account of paucity of Veterinary graduates, no additional dispensaries, though sanctioned, could be opened during the year.

Treasuries.

It is very unsatisfactory that three District Treasuries, all the Taluk Treasuries in the Chitaldrug District and seven in the other districts were inspected only once, while the District Treasury at Chikmagalur and the Taluk Treasuries at Heggaddevankote and Nanjangud were not inspected at all, during the year. The Sub-Division Officers in the Chitaldrug District are said not to have inspected any of the Taluk Treasuries. The explanation of the officers concerned for the omission in this respect should be submitted to the Government for orders.

Darkhasts.

Considering that the Revenue officers had to work under high pressure and great difficulties, the disposal of darkhasts during the period under review cannot be regarded as unsatisfactory, the number of pending cases being 9,940 and 7,266 respectively at the beginning and close of the year under review. Though the decrease in the pendency is shared by all the districts it is unsatisfactory to note that the number of disposals in the Kolar, Kadur and Bangalore Districts does not compare favourably with that of the preceding year.

It appears that the paucity of trained men and the small quantity of work turned out by surveyors and mojinidars appointed under Government order of the 22nd January 1919 are responsible for the non-disposal of applications for lands in the several districts.

The stagnation in the work of demarcation of the 1,24,903 acres of the Amrit Mahal Kaval lands surrendered under the Government

order of September 1918 to the Revenue Department for purposes of cultivation is also due to the same cause. Out of 28,416 and 26,630 acres of kaval lands in the Tumkur and Chitaldrug Districts respectively, actually transferred to the Revenue Department till the close of the year about 4,592 acres in the former and 3,587 in the latter district, are said to have been sub-divided. About half of the sub-divided area has been either disposed of or notified for sale.

The disposal for cultivation purposes of the sub-divided lands in the Kankanhalli Taluk is also very slow, only an extent of 4,329 acres out of 17,457 acres sub-divided having been disposed of till the close of the year.

Darkhasts under special rules.

Eksal tenure.—The area of lands taken up under the eksal tenure is very small. In Government Order No. R. 6410-9—L. R. 362-16-9, dated 1st December 1919 Government have sanctioned the continuance of the scheme for a period of three years.

Lands overgrown with lantana and prickly pear.

The concessions first sanctioned in Government Order No. R. 3298-322—L. R. 508-09-2, dated 18th November 1910 and extended to all the districts in Government Order No. R. 3918-41—L. R. 227-14-4, dated 11th September 1916, are not availed of to any great extent by the people. The revision of the existing rules in the light of experience gained so far is under consideration of Government.

Sisal hemp cultivation.—No applications are reported to have been received during the year for cultivation of sisal hemp for which special concessions were sanctioned in Government Order No. 5369-77—I. and C. 169-18-3, dated 14th December 1918.

Large landed estates scheme.—Out of 218 applications pending at the beginning of and received during, the year, only 2 were granted and 97 rejected for various reasons, leaving a balance of 119 cases at the close of the year. As the Revenue Commissioner reports that this scheme has not “caught on” Government will be prepared to consider the matter if any practical proposals calculated to further the object which the Government had in view when sanctioning the measure, are put forward.

Kunbi settlement.—Only 16 families were newly settled during the year, bringing the total number of families since the inception of the scheme to 257 with 762 adults and 269 children. The total area of lands granted to settlers including 50 acres granted during the year came up to only 947 acres bearing an assessment of Rs. 2,008 besides an area of 211 acres of old kumri land given out for dry cultivation. The results of the scheme so far cannot be regarded as encouraging.

Special concessions due to the food situation, etc.—To enable the raiyats to maintain themselves and their cattle during the latter half of the year when the food situation became acute, permission was granted to raise quick-growing fodder and food crops in Government unoccupied assessed waste lands and tank beds and gomal and

kharab lands and to utilise, under certain conditions, the water of the Krishnarajasagara, the Vanivilasa Sagara and the channels under the Sri Ramadevaru anicut in the Hole-Narsipur Taluk. Though the concessions were very liberal the total area cultivated under them was only 7,057 acres and food crops were sown on an additional area of 779 acres.

Takrar cases.—Out of a total of 6,920 cases that came up for orders during the year, only 4,918 or 61 per cent of the cases were disposed of at the Jamabandi. It is unsatisfactory that only 27 per cent of the cases were disposed of in the Hassan District, the disposal being almost nothing, 1·4 per cent in the Hole-Narsipur Taluk.

Boundary marks.—Government regret that the inspection of the boundary marks during the year was unsatisfactory. The boundary marks are said to have been inspected only in a few taluks, in accordance with the Revenue Commissioner's circular No. 3932 of the 10th April 1917.

Frontier boundary marks.—It is unsatisfactory that systematic inspection of these boundary marks has not been made in the Shimoga, Chitaldrug and Kadur Districts.

Avenue trees.—The planting, numbering and trimming of avenue trees did not receive as much attention as in the previous year, owing to work connected with the unfavourable seasonal conditions and food situation. The number of avenue trees planted during the year was however 70,707 which though less than that of the previous year by 22,084, was more than that in the next preceding year 1916-17 by 5,231.

Village Improvement Scheme.—The number of committees rose from 8,820 in 1917-18 to 8,957 during the year and the number of villages served by the committees also rose from 15,389 to 15,767, only 438 Government villages remaining unprovided for at the close of the year. Five thousand two hundred and thirty-four or 60 per cent of the village committees devoted half a day weekly for communal labor, 5,383 subscribed for newspapers and 4,004 held weekly meetings for recreation and instruction as against 5,353, 5,026 and 3,932 committees respectively in the previous year.

The total estimated cost of works sanctioned or undertaken under the scheme during the year was Rs. 96,164-5-1 of which Rs. 45,611-2-10 were contributed by villagers in the shape of cash or labor, the balance of Rs. 50,553-2-3 being met by Government grant.

District and Taluk Conferences.—District and Taluk Conferences were held during the year in all districts except Bangalore and in all taluks except in the Jagalur Taluk of the Chitaldrug District and in all taluks of the Bangalore District.

Hobli Conferences were held in some places of the Hassan District and in 4 hoblies of the Nagar Taluk of the Shimoga District.

It is reported that at these conferences stock was taken of work actually done under the village improvement scheme and other measures of special importance and local requirements discussed and lists prepared of major and minor wants of the districts and taluks concerned. The depressed classes are said to have largely attended the conferences at Naikanahatti (Challakere Taluk), Molakalmuru and

Davangere. In the Industrial and Agricultural Exhibition arranged in connection with the District Conference at Chitaldrug, a special section was provided for Panchama exhibits. Cattle shows were also organised as adjuncts to certain Taluk and District Conferences. An Agricultural and Industrial exhibition was held at Nagamangala and one of fruits and vegetables at Tirthahalli. Similar exhibitions were also arranged for in connection with the Kolar District Conference at Nandi.

Government are glad to note that the non-official public evinced considerable interest in these conferences.

Village forests.—The further continuance of the village forests scheme for a period of two years from June 1918 was sanctioned in Government Order No. R. 7667-77—Ft. 14-17-89, dated 18th December 1918. The progress made in the formation of Village Forests during the year is *very poor*—only 3 new blocks having been formed against 45 in the previous year. The villagers do not seem to take any active interest in the matter. Judged by the work so far turned out by them it cannot be said that the panchayets have justified their existence.

Public buildings.—All the public buildings in charge of the Revenue Department are reported to have been maintained in good condition. The amount spent on such maintenance has not been mentioned in the Revenue Commissioner's report. Information in this respect should be furnished in future reports.

The need for additional office accommodation is said to be felt in all the districts. Plans and estimates for the construction and improvement of certain offices are stated to be in various stages of disposal.

Village officers.—Information as to the number of literate patels in their respective districts is not furnished by the Deputy Commissioners of Bangalore and Kolar. Only about 50 per cent of the patels in the Mysore and Kadur districts are said to be literate. The percentage of the literacy of patels in the other districts, *viz.*, Hassan, Tumkur, Chitaldrug and Shimoga is higher, being 66, 67·5, 79 and 90·7 respectively. Only 6 shanbhogs and 2 patels are reported to have been declared successful at the mojini class held in the Mysore district for training these officials.

Shekdars.—The proposal regarding the re-constitution of hoblies with a view to reduce their area, said to be under investigation and correspondence with Deputy Commissioners, should be expedited. The Shekdari Training School was opened on 2nd April 1919. The revision of the scale of pay of the shekdars has been given effect to from 1st April 1919. The Revenue Commissioner says that the proportion of shekdars who belong to the backward classes has considerably fallen off during recent years. Government will be prepared to consider suitable proposals for increasing this proportion without sacrificing the efficiency of service or lowering the standard of educational qualifications already fixed for candidates from the backward classes for the shekdari schools.

District, Sub-Division and Taluk Offices.—During the year, the Deputy Commissioners of Kolar, Hassan and Kadur Districts were

relieved of Taluk charges and 3 new Sub-Divisions created and placed in charge of Assistant Commissioners from 1st January 1919. The scheme for the separation of the judicial and the executive functions was introduced in Bangalore and Shimoga Districts. The scale of pay of Taluk establishments was revised. The period of itineration of Amildars and Deputy Amildars was raised from 10 to 15 days in the month. The form of the diary of the Sub-Division Officers was revised and monthly journals in place of quarterly, prescribed for Deputy Commissioners.

The District Office Manual, Part I, the Sub-Division Office Manual, Taluk Office Manual, Part I, and Village Manual, Parts II and III were printed and supplied to all offices during the year.

The unpunctuality in the submission of the prescribed returns to which the Revenue Commissioner calls attention cannot be too strongly deprecated. It appears that the poor quality of the work turned out is in a large measure due to the inadequacy and incompetency of the subordinate staff and that the prospects offered in the Revenue Department are not as good as those obtaining in other branches of the public service and do not attract the best type of candidates. Though there is some force in this statement, Government consider that the mere raising of the scale of the pay of the subordinate officials will not by itself improve the efficiency of the staff and that it is necessary to raise the minimum educational qualifications for future entrants into the department all round, so that advanced methods of correspondence and office procedure may be introduced and the volume of correspondence curtailed. It may then be possible to improve the pay and prospects of the establishment by the abolition of superfluous appointments and a small increase to the departmental allotment. The Revenue Commissioner considers that as the scheme of separation of judicial and executive functions will materially reduce the work of all the Amildars and Assistant Commissioners with few exceptions, the question of increasing the area of their charges with a view to reduce the cost should be taken up. This may be done and adequate proposals submitted.

Conclusion.—Excepting the Village Improvement Scheme the statistics in connection with which show a slight improvement over those of the previous year, the other schemes, *viz.*, Minor Tank Restoration, Village Forests, Large Landed Estates and the scheme for extirpating lantana and prickly pear, did not receive adequate attention or make any satisfactory progress during the year. The Revenue Commissioner's report does not show that there has been much appreciable improvement in the work of the Revenue Department as compared with the previous year. It has however to be noted that the year was one of great strain and stress to the staff of the Revenue Department on whom fell the brunt of the heavy work created by the acute food situation and the adverse seasonal conditions. Government trust that the work of the Department will shew an all round improvement during the current year.

G. O. No. R. 10800-60—L. R. 11-19-3, dated 18-3-20.

EXCISE.

Excise Department.

SCHEME OF RE-ORGANIZATION.

The subject of re-organization of the Excise Department has been under the consideration of Government for some time past. In his letter No. G. C. 134-17, dated the 14th December 1917, the Excise Commissioner (Mr. P. Raghavendra Rao) submitted in consultation with the Deputy Commissioners a scheme for the re-organization of the Department at an extra cost of about a lakh of rupees.

Government have carefully considered the scheme in all its aspects; and while they agree with the Excise Commissioner as to the need for a revision of the scale of establishment and pay in all grades in the Department they regret that owing to the present financial conditions it is not possible to sanction the proposals in their entirety. They consider, however, that in the interests of administrative efficiency a revision of the scale of establishment of the District Excise Office as also an improvement in the pay and prospects of the subordinate executive, ministerial and menial staff of the Department is urgently called for and can no longer be put off and they are accordingly pleased to sanction for the present and as a first instalment the proposals as in the annexed statement involving an extra cost of Rs. 49,694 per annum. The other proposals of the Excise Commissioner, such as the provision of additional hands for the Head Office, the regrading of the District Excise Officers and of Inspectors, the appointment of Assistant District Excise Officers, etc., will be reserved for a future occasion.

Annexure.

Sanctioned scale	Cost per month	Additional cost involved	Remarks
1	2	3	4
	Rs.	Rs.	
21. Accountants (100), 2 (50), (40), 2 (35), 2 (30), 3 (25), Store-keeper 60, Clerks 80, 60, 50, 45, 30, 25, Record-keeper 35, 25, Munshi 25.	880	125	
16. Mutchi (14), Jamedar (14), Duffedar (12), Peons 2 (10), 3 (9), 6 (8), Laskars 2 (8).	151	26	
45. Clerks 8 (40), 8 (35), 8 (30), 9 (25), 12 (20).	1,305	730	

ANNEXURE—*concl'd.*

Sanctioned scale	Cost per month	Additional cost involved	Remarks
1	2	3	4
	Rs.	Rs.	
71. Vottumutsaddis 21 (25), 47 (20) Local and Malnad Allowances 7 (2), 8 (1). 4 Special shroffs 2 (25), 2 (20) L. A. 2.	1,540 22 92	540½	
52. Inspectors in charge of Ranges— 3 (100), 2 (80) 2 (75), 2 (70) 9 (60), 34 (50) (A).	2,990	580	(A) At present nine of the Probationary Inspectors are in charge of Ranges. It is proposed to increase the number of Inspectors so that there may be one for each Range and the number of Probationary Inspectors reduced to 3.
3. Probationary Inspectors 3 (35) ...	105	245	
118. Assistant Inspectors 20 (30), 40 (22), 58 (20).	2,760	695	
52. Range Office Clerks 52 (15) (B) ...	780		
208. Peons 70 (8), 138 (7) ...	1,526	214	(B) At the rate of one for each Range.
75. Examiners 75 (15) ...	1,125	118	
370. Tree-markers 185 (10), 185 (9), (C).	3,315	225 985	
<i>To be made permanent and designated as the Excise Intelligence Bureau—</i>			
Inspector 100 plus 25 H. A. Assistant Inspectors 30 plus 10 H. A. 25 plus 10 H. A. Sub-Inspector 15 plus 5, Peon 8	228	14	(C) Number increased as proposed by the Excise Commissioner.
Inspectors (150) (80) Assistant Inspectors 2 (30) 2 (25) Sub do 2 (15) Accountant 40, Clerk 30, L. A. to Sub-Inspectors 2 (2).	444	130	
Monthly additional cost Rs. 4,141½ Additional cost per year 49,694	17,463	4,141½	

No. R. 9610-9—S. R. 78-17-27, dated 24th February 1920.

Excise Administration.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19

Principal features:—The important measures adopted during the year in pursuance of the declared Excise policy of the Government, were the continuance of the Licensing Boards at Mysore, Bangalore and the Kolar Gold Fields, the establishment of Advisory Boards at other District Headquarter stations, the reduction in the number of hours of sale in arrack and other liquor shops, the raising

of the duty and issue price of Ganja, and shifting of roadside shops to less prominent places. These measures combined with the prevalence of Influenza for a few months in the year and the acute food situation throughout the year brought about an appreciable decrease in the consumption of excisable articles. The Advisory Boards established in the District headquarters do not seem to have been a success as a few of them are said to have met regularly to consider questions relating to the Excise administration within their jurisdiction. As a further step in the direction of temperance, the strength of arrack was ordered to be reduced from 1st July 1919 from 30° U. P. to 35° U. P. and the Bangalore City and the Civil and Military Station where consumption is high, made into a high duty area by raising the duty therein to Rs. 6 per gallon of 35° U. P. against Rs. 5-4-0 in other parts of the State.

Financial results:—The gross demand including arrears under all items amounted to Rs. 72,70,693 as against Rs. 66,71,315 in 1917-18. The total collections including remissions amounted to Rs. 71,32,731 against Rs. 65, 37,317 in the previous year. The increase was chiefly under 'toddy' and 'arrack' while 'ganja' and 'opium' also contributed substantially to the same. The actual collection during the year was 98% of the total demand against 97·7 in the year previous.

Incidence of taxation:—The general incidence of taxation per head of population was Re. 1-4-9 against Re. 1-2-3 in the previous year.

Manufacture and consumption of country spirits:—Additions and alterations to the Distillery buildings proposed by the Excise Commissioner were not carried out owing to want of funds. The Chief Engineer has been requested to take on hand the necessary urgent improvements having regard to the funds available for the purpose. The attention of the Chief Engineer will be invited to the question of providing additional lighting and water facilities to these buildings at an early date.

The total quantity of spirits manufactured during the year was 5,62,070 gallons against 5,55,282 in 1917-18 and the quantity issued from the Distillery was 5,53,067 gallons against 5,54,850 in 1917-18. The issues to the Civil and Military Station amounted to 1,26,646 gallons. There was a closing balance of 32,202 gallons at the end of the year. It is unsatisfactory to note that the manufacturer does not maintain proper accounts of the stock of the various kinds of liquors manufactured by him. The Excise Commissioner is requested to invite his attention to para IV, clause 12, of the Arrack Rules and to see that the prescribed accounts are maintained.

Arrack:—The consumption of arrack within the State amounted during the year to 3,95,351 gallons as against 4,09,764 in the previous year showing a decrease of 14,413 gallons. There was an increase of consumption in the Districts of Bangalore, Hassan and Kadur to the extent of 10,577 and a decrease of 24,990 gallons in the other districts. The increase of 8,700 gallons in the Bangalore District has not been clearly explained. The fall in the other districts except Kolar and Shimoga do not call for any remarks. The heavy fall of consumption amounting to 14,010 gallons in the Kolar District is attributed to

the adverse seasonal conditions and combination of licenses in the Kolar Gold Fields area, while the fall of 8,337 gallons in the Shimoga District is said to be due to illicit distillations prevailing in the district, the manufacture of akkiboja and other causes of a transient nature. The steady decline in the Shimoga district so far as it is due to illicit distillation and not to any reduction in drunkenness should be carefully watched and adequate measures taken to guard against the illicit practices. The total number of arrack shops fell from 721 to 689. The incidence of consumption of arrack in the State was 3·5 drams against 3·7 drams in 1917-18.

As regards the question of increasing the minimum retail rate fixed for the sale of arrack, the Excise Commissioner is requested to submit separate proposals for the orders of Government as also on the question of opening special arrack shops for Lambanies in the Shimoga District.

Special and Foreign liquors.—The consumption of Foreign liquors fell from 18,464 gallons in 1917-18 to 16,632 gallons during the year of report owing chiefly to their increased cost during the period of the war. The fall of consumption under this head was however more than counterbalanced by the large increase under the sale of Special liquors, the quantity sold being 26,472 gallons against 12,564 in the previous year. The increase of consumption is also attributed to the retail rate per bottle being almost equal to the retail rate of arrack which acted as an inducement for those who wanted to drink off the premises to purchase the stronger liquor in preference to weak arrack. The question of revising the maximum retail rates for special liquors is now under consideration and separate orders will be passed in the matter.

The Mysore Pharmaceuticals, Ltd.—The quantity of rectified spirit issued during the year to the Mysore Pharmaceuticals was 15,779 gallons against 1,250 gallons issued in 1917-18. The Excise Commissioner has not accounted for the large increase in the quantity of spirits issued to the firm. The issues to the firm do not seem to have been carefully checked. The matter requires investigation and the Excise Commissioner is requested to submit a special report in the matter.

Toddy:—The number of date toddy shops licensed during the year was 2,174 against 2,433 in the previous, and the number of Bagani toddy shops 494 against 567. The total number of trees of all kinds licensed for toddy sold in the shops of the State was 4,43,612 which was less than the previous year's figure by 4,173. Nearly 30,000 trees were tapped in British Territory for the shops of the State. The average number of villages served by each shop rose from 5·5 to 6·2. The total revenue from toddy during the year was Rs. 34,54,295 which shows an increase of Rs. 3,43,203 over the realisations for 1917-18. The increase is reported to be due to the high rental realised and the enhancement of tree-tax. The question of further enhancing the tree tax as proposed by the Excise Commissioner requires careful consideration and the Excise Commissioner is requested to submit separate proposals in the matter.

Date Groves.—The question of conserving date groves and preventing their early destruction by indiscriminate tapping is an important one and the several suggestions received in this connection from the Deputy Commissioners of districts have all been embodied in the administration report by the Excise Commissioner. It would be advantageous if the Excise Commissioner took up this subject for careful examination, collected all shades of opinion, consolidated and submitted them with his definite recommendations for the consideration of Government separately. Meanwhile the revision of the Date Reserve list should be pushed on to completion soon and action taken to note suitable areas for encouraging date plantations.

Country beer.—Exclusive of 79,949 gallons consumed in the Military Beer Canteen at Hebbal, as against 95,905 gallons in 1917-18, the total quantity of this consumed in the State was 17,569 gallons against 18,550 gallons in the year previous, the decrease in the latter case being due to the non-working of the beer shops at Robertsonpet throughout the year. The large decrease of consumption in the Military canteen is due to a reduction in the number of troops stationed in the Civil and Military Station.

Akkibhoja.—The number of Akkibhoja shops remained the same as in the previous year. It is noted that this spirit is competing against the sale of arrack in the Shimoga district and orders of Government were passed sanctioning the proposals of the Excise Commissioner regarding the restrictions to be placed on this spirit when manufactured for sale.

Ganja.—The area under ganja cultivation in the State remained almost the same as in the previous year but the outturn per acre was better being 5.75 maunds against 4.3 in 1917-18. The number of shops licensed was reduced by 2 and the consumption of the drug within the State fell from 12,119 seers to 11,151. The decrease in the Mysore District alone amounted to 749 seers and is reported to be due to the monopoly created by the shops having been leased to one person.

Opium.—The number of opium shops was also less by 2 than in the previous year. The quantity consumed in the State during the year was 2,052 seers against 1,559 seers in 1917-18, the increase during the year being largely contributed by increased sale in the Bangalore district, which was 800 seers against 364 in 1917-18. Government note that this abnormal increase was due to the purchases made by the gang of opium smugglers headed by Rahim Beg, all of whom have been captured.

Offences.—During the year under report, 2,834 cases involving 3,718 persons were reported against 3,171 cases affecting 3,793 persons in 1917-18. The number of heinous cases rose from 432 to 544, while offences relating to breaches of license conditions fell from 2,540 to 1,785. These figures would seem to indicate that the executive staff have relaxed their efforts to efficiently supervise the shops and the date areas. The attention of the District Excise Officers should be drawn to this and more frequent and surprise inspections recommended. At the end of the year there were 342 cases involving 470 per-

sons pending disposal before departmental officers and 70 cases involving 108 persons before Magistrates. The offences during the year included two remarkable cases of theft which occurred in the Government Central Distillery buildings, both of which were detected. A few cases of assaults on Excise officers were also reported during the year and the Excise Commissioner suggests that this is due to the inadequacy and defencelessness of the Excise staff when raiding powerful Lambani Thandas. The Government have already drawn the attention of the Excise Commissioner to the fact that such raids should be carried on with the co-operation of the Police and other Taluk officials and not by the Excise staff alone.

Intelligence staff.—The intelligence staff continued to do good work during the year. The number of cases detected by them was 40 cases against 87 during the previous year. It is reported that 34 seers of opium were secured in one of the organized opium smuggling cases brought to light by the staff. The special mobile parties organised for putting down illicit distillation in the Shimoga and Bangalore Districts are reported to have worked satisfactorily.

Inspections.—The Excise Commissioner toured through all the districts and was on tour for 92 days during the year. There is an improvement in the inspection work done by all District Excise Officers except those of Bangalore, Kolar and Shimoga Districts. The attention of the Excise Commissioner is invited to the remarks contained in para 16 of the Government's review on the Excise Administration Report for 1917-18 in this connection and he is requested to see that District Excise Officers inspect all subordinate offices, depots and shops within their jurisdiction at least once every year.

General.—Several suggestions with a view to secure an improvement in the Excise administration of the State have been embodied in the administration report under the various items constituting it and orders of Government solicited. The Government observe that these suggestions require careful individual consideration. The Excise Commissioner is requested to submit proposals in respect of each of them after a careful examination of all the details and a study of the procedure in vogue in respect of them in the neighbouring Presidencies. Government note with satisfaction that though the year was one of exceptional difficulty both on account of the prevalence of War and adverse seasonal conditions, the administration of the Department was satisfactory.

G. O. No. R. 10560-9—Ex. 45-19-3, dated 11th March 1920.

REGISTRATION.

Registration Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

The number of special and *ex-officio* Sub-Registry offices remained the same as in the previous year.

The total number of documents registered during the year was 116,551 with an aggregate value of Rs. 3,29,54,045 as against 117,152 documents with an aggregate value of Rs. 3,08,48,173 in 1917-18. There was a fall in the number of registrations in six districts, the total decrease being 4,481; but against this there was an increase of 3,758 in the Mysore District, and a slight increase in the Kolar District. As observed by the Inspector-General of Registration it is curious that the increase in Mysore as well as the decrease in the other districts is attributed to the same cause, *viz.*, unfavourable seasonal conditions and the tightness of the money market. The conclusion cannot evidently be correct and the matter calls for further explanation. It is observed that in the Mysore District the registrations under mortgage deeds have increased by over 9,000, while there has been a fall of over 6,000 under optional registrations. The decrease under optional registrations and the corresponding increase under mortgage registrations is noticeable also in all the districts and is evidently due to the introduction of the Transfer of Property Act into the State.

The total receipts of the Department during the year amounted to Rs. 2,47,127 against Rs. 2,39,964 in the previous year, showing a slight increase of Rs. 7,183. The expenditure of the Department was Rs. 1,29,499 against Rs. 1,07,782 in 1917-18, the increase being chiefly due to extra establishment charges incurred on account of war allowances and the grant of increments under the reorganisation scheme with effect from the commencement of the official year.

Seven thousand nine hundred and eighty-two applications for the transfer of Revenue Registry lands were received and sent by the registering officers to the Revenue authorities during the year as against 8,573 in 1917-18.

The one case of prosecution for false personation in the Chitaldrug District instituted during the year under review is reported to be pending investigation with the Police. The Inspector-General of Registration is requested to take early action for getting its disposal expedited.

With the exception of 4 offices, almost all the Sub-Registry offices were inspected during the year either by the Inspector-General

of Registration, District Registrars or *ex-officio* Inspectors of Registration Offices. The number of inspections done by the Hassan District Registrar is small, while that by the Inspectors of Registration admit of further improvement. Government note that the Inspector-General of Registration inspected all the District Registry Offices and 23 Sub-Registry Offices.

G. O. No. R. 7460-70—*Regis. 13-19-3, dated 6th January 1920.*

STAMPS.

Stamp Department

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

The stamp revenue realised during the year under review was Rs. 13,17,720 against Rs. 12,83,769 in the year previous. The increase was contributed by almost all the items of stamp revenue except "Copy stamps," "three-pie paper" and "Fines, Penalties and Miscellaneous", under which a decrease was noticeable. The reason for the fall of revenue under "Copy stamps and three pie paper" should have been examined and explained in the report. The sale of court fee stamps contributed mostly to the increase in the year's stamp-revenue.

The total expenditure during the year was Rs. 1,12,416 against Rs. 82,984 in 1917-18. The increase in expenditure was due chiefly to war, a large quantity of special water-marked papers for stamps having had to be purchased during the year, and to the grant of grain compensation and war allowances to the officials of the Department.

Government regret to observe that there has been no improvement in the inspection work done in the districts during the year. It was only in the districts of Chitaldrug, Hassan and Kadur that there was any appreciable inspection work done. In the other districts a large number of offices were left uninspected.

G. O. No. R. 6400-9—St. 12-19-3, dated 1st December 1919.

FOREST.

Malnad Ryots' Privileges.

REVISED RULES.

In the interest of the development of the Malnad tracts, Government consider that it is inexpedient to curtail the privileges hitherto enjoyed by the Malnad raiyats. They are accordingly not in favor of making any addition to the reserved trees shown under Groups I and II in Rule 7 or of increasing for the present, the rates of seigniorage under Rule 9.

Government direct that the concession of purchasing wood at half the seigniorage rates referred to in the rules granted to the malnad raiyats in the Government Order of the 27th August 1914, be continued for a period of five years from the date of this order.

Government agree with the Conservator that in order to prevent the wholesale removal of building materials by persons who are not strictly entitled to them, it is necessary to place certain restrictions on the frequent removal of timber, etc., by the raiyats. They also approve of the proposal of the Conservator to make provision in the rules for securing the aid of the raiyats in putting down fires in the forests in the vicinity of their villages.

G. O. No. R. 9790-4—Ft. 75-18-6, dated 26th February 1920.

The Kunibi Settlement Scheme.

GOVERNMENT REVIEW ON THE ANNUAL PROGRESS REPORT.

The Kunibi settlement scheme was started in 1908 with the object of bringing under cultivation large extents of waste lands in the Malnad and of meeting the inadequacy of labor supply therein. In order to attract the large number of the Mahratta Kunibi families living in the forests just outside the State, Government sanctioned in Government Order No. 4961-5—Ft. 31-06-6, dated 7th February 1908, the grant of the following concessions to them.

Each Kunibi family to be given (1) one acre of forest land for Kunibi cultivation every 3rd year, on the understanding that he takes up a minimum of 3 acres of paddy land to be held rent free for three years and (2) the free grant of a pair of bullocks (cost Rs. 50) and five rupees worth of seed grain.

The working of the scheme was entrusted to the Forest Department and a sum of Rs. 1,000 was allotted for the purpose in the first year.

On the recommendation of the Revenue and Forest Departments and representation of the Representative Assembly Members, the period of three years during which the paddy lands were held rent free was raised in October 1912 to five years, and the concessions themselves were made applicable to all indigent persons who take up lands for cultivation.

On account of the encouraging results achieved till then and with the object of attracting more settlers, Government sanctioned in December 1912 the appointment of a special forester to look after the Kunibi settlements and granted a sum of Rs. 50 for the erection of a temple for the use of the settlers.

In February 1914, the Government sanctioned the following additional concessions to each family settling down :—

- (1) A money grant of Rs. 20 during the first year of settlement.
- (2) A sum of Rs. 10 for expenses of journey.
- (3) Grant of 2 acres of forest land for Kumri cultivation in lieu of 1 acre.

These concessions were further added to in June 1915 when the grant for seed grains was raised from Rs. 5 to Rs. 10 and that for bullocks from Rs. 50 to Rs. 60 and also a loan not exceeding Rs. 30 was sanctioned to each family at the discretion of the Forest Officer for discharging old debts.

The continuance of the scheme is being sanctioned from time to time and the annual budget allotments on the same increased from Rs. 1,000 in the year of its inception to Rs. 5,000 in 1912-13.

As a result of the action taken for the colonisation of the Mah-ratta Kunibi and other indigent persons there were at the end of June 1919, 256 families with a population of 1,231 living in 26 new colonies. Some of these lived in huts near their cultivated lands and others lived in old villages. Of these 112 families had completed the concession period of five years during which they held rent free lands measuring 371 acres and assessed at Rs. 965. The total amount of money spent on the scheme till the end of June 1919 comes to Rs. 28,625. The particulars of families settled each year and the lands taken up are shown in the statement below :—

Year			Number of families settled	Number of working hands	Area of waste lands taken up		Allotment	Expenditure
					A.	g.		Rs.
1907-08	...	...	16	70	51	27	1,000	217
1908-09	...	...	6	17	24	5	1,500	758
1909-10	...	...	22	68	69	10	600	816
1910-11	...	...	18	54	71	22	2,500	1,758
1911-12	...	...	28	92	103	3	3,000	2,030
1912-13	...	...	34	99	80	4	5,000	2,987
1913-14	...	...	82	229	264	1	5,000	5,000
1914-15	...	...	13	34	48	29	5,000	5,205
1915-16	...	...	27	76	83	10	5,000	3,201
1916-17	...	...	21	60	65	10	5,000	3,403
1917-18	...	...	8	20	26	10	5,000	1,723
1918-19	...	...	16	45	53	3	5,000	1,528

The services of a midwife and the opening of a dispensary at Aralgod at a convenient distance from the other colonies have been sanctioned and steps are being taken to erect a building for the hospital.

Five elementary schools have been started for these settlements and 96 children are attending them. Two of these schools are under the Forest Department. The report shows there has been a decrease in the number of school-going children though there has been a slight increase in the number of children. The Conservator of Forests should take necessary steps to ensure a better attendance. The Conservator of Forests recommends that the Ikkebedu and Hanagare grant-in-aid schools may be converted into Government institutions. In view of the fact that the Kunibies cannot afford to contribute anything towards the education of their children, Government are pleased to direct that the contribution which these people have to pay may be met for a period of two years out of the allotment made for the Kunibi settlements.

It is gratifying to note that these nomadic people are gradually settling down as agriculturists and have also taken up subsidiary occupations, such as mat-making and rattan work.

The co-operative society formed for their benefit is reported to be working satisfactorily.

Government observe that though the Kunibi settlement scheme has so far been working satisfactorily now that a special committee has been lately constituted for giving particular attention to the development and colonisation of the Malnad, it is a matter for consideration whether the future working of the scheme may not be transferred to the Malnad Improvement Committee instead of having two agencies working towards the same object. The Conservator is requested to favour Government with his opinion on this point in consultation with the Malnad Improvement Committee in the Shimoga District.

The Conservator is requested to make separate reference on each of the following matters referred to in the report:—

1. (a) A trained instructor for rattan work.
(b) Free supply of books and slates to the schools in the colonies.
(c) Construction of school buildings.
2. Provision to replace the dead cattle.
3. Supply of ploughs, manure and seed grains by Government.
4. Supply of a medicine chest.
5. Supply of a gun to the headman of each colony free of cost.
6. Placing a permanent Ranger in charge of the colonies.

G. O. No. R. 9753-9—Ft. 92-19-3, dated 26th February 1920.

POLICE.

Police Administration.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

The period under review was marked by abnormal seasonal conditions. The unprecedented rise in the prices of foodstuffs produced widespread distress with a consequential rise in the volume of crime.

Cognizable cases.—The total number of cognizable cases reported to the Police during the year was 8,193 against 7,500 in the previous year showing an increase of 693. There is a noticeable increase in the number of offences under the heads “Riots and escapes from lawful custody” mostly in the districts of Chitaldrug, Kolar and Mysore. The districts of Kolar, Kadur and Chitaldrug show an increase in the number of serious offences of dacoities and robberies, while Tumkur, Shimoga, Chitaldrug and French Rocks have come in for a larger share of crime under “house-breaking and thefts.” The Inspector-General of Police attributes this increase to the operations of foreign gangs over the frontier and the abnormal seasonal conditions and high prices of foodstuffs. The number of prosecutions under Defence of India Regulation alone amounted to as many as 489. It is satisfactory to note that there was a rise in the percentage of convictions to reported cases of robberies and thefts and that the percentage of convictions secured in Sessions cases was also satisfactory. The percentage of cases in which property was recovered and that of the value of property recovered were almost the same as in the previous year.

Cases dealt with by the Police.—The Police had to deal with 12,972 cases in all as against 11,765 cases during the previous year. Of these, 12 cases were transferred to the British Police and investigation was refused in 252 cases. 1,541 cases were declared by Magistrates to be false, due to mistake of law or fact or as non-cognizable; 1,280 cases were returned as undetectable; 44 were struck off on A Form and 45 were either withdrawn or compounded. Of the remaining 9,798 cases, 2,732 ended in conviction and 1,008 in acquittal or discharge, leaving 6,058 cases pending at the end of the year. Of these, 1,995 cases were pending with the Magistracy on A Form, 1,866 on B Form and 2,197 cases were under investigation with the Police at the close of the year against 2,011 in the preceding year. There is a satisfactory decline in the number of cognizable and non-cognizable cases referred by the Magistracy to the Police for enquiry under section 202 of the Criminal Procedure Code.

The number of murders fell from 80 to 75 with 23 convictions and 26 acquittals. The percentage of convictions to cases reported

was 30·6 against 31·2, and that to cases decided was 47 against 47·1 in the previous years the results being almost the same in both the years. In the Kadur District all the five cases ended in conviction, but in the Shimoga District, the results were disappointing as there was no conviction even in a single case out of the 10 cases reported.

During the year 5 cases of offences relating to currency notes were reported against none in the preceding year. Of these two cases were from Kolar Gold Fields, two from Bangalore City and one from the Mysore District. Four of these were under investigation, while the case of the Mysore District in which a gang of daring criminals suspected of counterfeiting currency notes was seized together with printing presses, plates, rollers, ink and other materials used in the process was pending trial before the Sessions Court at the close of the year. It is noted that this case as well as two other cases of attempt to cheat the Paper Currency Office at Madras, which had been reported in the latter part of the previous year ended in conviction during the year under report.

There was an appreciable rise in the number of cases of theft of cattle from 307 to 414, the increase being noteworthy in the Kolar and Shimoga districts and French Rocks Circle. The percentage of cases ending in conviction to cases reported and pending was 23·3, against 22·8 in the previous year. The increase in this class of crime demands increased vigilance and resolute action on the part of the Police.

The number of cases ordered to be struck off as false or non-cognizable or as due to mistake of law or fact, was 1,541. But prosecutions for making false complaints were instituted only in four cases and this matter requires greater attention and scrutiny on the part of the District Magistrates.

Under the Juvenile Smoking Prevention Regulation, only 22 Juveniles were prosecuted against 48 in the previous year, and all of them were let off with a warning as being first offenders. It is desirable to enforce the provisions of this wholesome regulation to a larger extent and the attention of the Police should be drawn to the necessity of taking more energetic action in this respect.

There were 2 cases involving 7 persons under the Infant Marriage Prevention Regulation against 3 in the previous year. Of these, one case ended in the conviction of three accused persons while the other ended in acquittal.

During the year, 10 cases were dealt with under section 565 of the Criminal Procedure Code against 2 in the previous year. The attention of the Magistracy should be drawn to the desirability of utilising the provisions of this section more largely in future.

It is worthy of note that the Village Police arrested 94 persons in 79 cases against 90 persons in 66 cases in the previous year. The indication of increased co-operation between the Regular and the Village Police is encouraging and Police officers should invariably adopt a liberal scale of rewards where the recipients concerned belong to the Village Police.

Investigation by higher officers.—It is a matter for satisfaction

that during the year under report, officers of the higher grade took an increased share in the investigation of heinous offences and continuous efforts should be made in this direction to obtain a high standard of efficiency in Police investigation.

Vacancies.—The number of vacancies in the Force fell from 656 to 109 in the current year and this is attributed to the grant of war and grain compensation allowances and to the increased emoluments under the reorganisation scheme which it is hoped will attract a better class of candidates for recruitment.

The total number of officers and men punished judicially and departmentally decreased from 1,918 to 1,693 in the year under report.

Police Training School.—Altogether 166 constables underwent training in the Police Training School during the year. Of these, 157 passed and the rest failed. All the illiterate constables were taught to read and write.

Inspection.—Inspection was satisfactory in all the districts except Shimoga where as many as 37 or nearly half the number of stations were left uninspected. The officer concerned should be called upon to furnish his explanation in the matter. During the months of July to December 1918 and from January to April 1919 Mr. Mir Humza Hussein was out on tour of inspection in all the districts of the State for 138 days and inspected 8 District Police Offices, 38 Taluk Police offices, 74 investigating centres, 38 Sub-Stations and 32 outposts, travelling 2,703 miles by road and 3,853 miles by rail. The present Inspector-General of Police, Mr. A Subramanya Iyer was out on tour of inspection for 29 days in the months of April, May and June 1919, in the districts of Kadur, Chitaldrug and Kolar, French Rocks and Kolar Gold Fields and inspected 5 District Police offices, 4 Taluk Police offices, 3 investigating centres and 3 outposts and travelled 115 miles by road and 1,223 miles by rail.

In connection with the measures for the prohibition of unauthorised export of certain commodities outside the State, two Assistant Superintendents, two Probationers, 5 Inspectors, 27 Sub-Inspectors, 1 Jamedar, 112 Duffedars, 290 Constables and 439 Talaries were appointed for patrolling the frontiers of the State all round and preventing unauthorised export. It is satisfactory to note that this arrangement had the desired effect and brought the export operations fairly under control.

Notwithstanding the fact that the Department was subjected to a heavy strain owing to the abnormal situation created by the high prices of foodstuffs consequent on the failure of the harvest accentuated by war conditions, it is gratifying to record that as a result of the exercise of constant vigilance and the timely adoption of necessary precautionary measures by the officers concerned, the period of anxiety was passed without any unusual occurrence or disturbance of the public peace anywhere in the State.

G. O. No. G. 21702-11—Police 72-19-4, dated 20-3-1920.

MILITARY.

Military Probationers.

THEIR TRAINING AND PAY.

Military Probationers appointed by Government in pursuance of Government Order No. G. 9060-9102—G. M. 401-16-1, dated 2nd January 1917 will generally be appointed Resaldars on confirmation. The course of training for them will be for three years as follows:—

(a) Two years' course of training as prescribed in Government Order No. G. 4801-2—Mily. 400-17, dated 27th August 1919.

(b) On their completing that training they will be styled Resaldar probationers and paid Rs. 100 per mensem during the third year of their training and attached to a Cavalry regiment to receive instruction in the duties and office work in the Squadrons and the Regimental headquarters.

G. O. No. G. 16727-8—Mily. 400-17-5, dated 21st January 1920.

Mysore Imperial Service Troops.

CLASSIFICATION OF INDIVIDUALS TO BE DISCHARGED DURING DEMOBILIZATION AND CONCESSIONS TO BE SHOWN TO THEM.

1. Men with service for pension (including invalids from Field declared fit) whose services are not required or who wish to take out their discharge.

Pension, ordinary rates—but to those that have served for not less than six months in the field an extra pension of Rs. 3 to Duffedars and higher non-commissioned officers and Rs. 2 to lower ranks

2. Men (including invalids declared fit) who have completed 15 years but are not eligible for pension under ordinary rules and whose retention is not desirable in the interests of the State.

Pension according to existing rules to be allowed as a special case, and those that have served in the field for not less than 6 months, to be given Re. 1 extra for all ranks.

3. Men (including invalids declared fit) with service of over 5 and under 15 years whose retention is not desirable in the interests of the State.

Gratuity according to rules. In the case of those that have gone to field, a special scale of one month's pay extra for every year's service in the field.

4. Men (including invalids declared fit) with service of over 3 and under 5 years whose retention is not desirable in the interests of the State.

5. Men (including invalids declared fit) with service under 3 years whose retention is not desirable in the interests of the State.

6. Men declared medically unfit from causes due to field service.

7. Men declared medically unfit from causes not due to field service but other than those due to one's own imprudence.

8. Men declared unfit (medically) from causes due to irregular habits.

9. Men who have had leave already and those that may be found by the Medical Board to require additional leave.

Special gratuity of 2 months' pay. To those who have gone to field, an extra gratuity of one month's pay for every year's service in field.

Special gratuity of one month's pay. To those that have gone to field an extra gratuity of one month's pay for every year's service in the field.

To be retired on special enhanced rates of pension, as per Government Orders.

To be discharged with pension or gratuity as per clauses 1 to 5 above.

Three-fourths of the ordinary rates of pension or gratuity, if entitled. If under five years' service and undergone field service one month's pay of rank for every year's service in the field.

To be given such leave with pay for one month from date of order and then discharged on ordinary pension or gratuity according to length of service. Their claim for injury or special pension or gratuity under clauses 1 to 8 being considered after they are re-examined and final decision of the Medical Board is received.

Note 1.—The above concessions do not apply to cases of commissioned officers in regard to whom separate recommendations will be sent up in each case according to its own merits.

Note 2.—Individuals of clauses 1 to 9 above will, before discharge from the service, be granted one month's demobilization leave with pay.

Note 3.—Individuals who had gone to the field and still continue in the service will be eligible for two months' *special war leave* in addition to ordinary furlough earned by them.

Note 4.—Individuals with service under 18 years falling under clauses 2 to 5 (also under 9 if fit later on) wishing to be transferred or retransferred to other units of the Mysore Forces, if fit and of good character, will be allowed to do so, and if such individuals had gone to field service, they will be eligible to two months' *special war leave* in addition to ordinary furlough.

Note 5.—Individuals who have been to field and are discharged under clauses 1 to 5 and 9 are to be allowed their field pay plus emoluments for the period of demobilization leave and to others only pay of rank in the Depot.

G. O. No. G. 19906-7—Mily. 338-18-10, dated 27th February 1920.

Milch Cattle Improvement.

COMMITTEE RECONSTITUTED.

Government direct that the Committee for carrying out the scheme relating to the improvement of the breed of milch cattle in the State be reconstituted as follows:—

Dr. L. C. Coleman (President).

The Revenue Commissioner.

Mr. H. Nanjundaraj Urs.

Mr. C. Venkata Rao, Superintendent, Amrut Mahal Department.

Mr. Davison, Animal Husbandry Expert, and
Captain Aga Mahomed Jaffer (Secretary).

Mr. C. Venkata Rao as Amrut Mahal Superintendent will be primarily responsible for the successful working of the scheme, the Secretary acting under his instructions in all important matters requiring his or the Committee's directions.

G. O. No. G. 20313-20—Mily. 249-19-4, dated 2nd March 1920.

MEDICAL.

Hospitals and Dispensaries.

GOVERNMENT REVIEW ON THE REPORT FOR 1918.

The total number of medical institutions in the State working at the close of the year was 178, *i.e.*, four more than at the beginning of the year. Four Railway dispensaries were opened and one stationary dispensary was made semi-itinerant. There are besides a number of Ayurvedic and Unani dispensaries which are in receipt of grants from the Government and the District Boards. It is a matter for regret that the Aided Zenana Hospital at Channapatna ceased to work during the year.

Having regard to the area and population of the State, the number of medical institutions gives an average of one institution for every 165 square miles of area and 32,056 of population. As this provision was considered inadequate, a Committee was appointed soon after the close of the year under review to consider and submit proposals *re* the extension of medical relief and a report on the subject which the Committee has submitted is now under the consideration of Government.

The total number of patients treated in the State public, Local Fund and Municipal and private aided institutions during the year was 1,881,504 of whom 19,628 were in-patients. These figures show an increase of 220,592 and 6,853 respectively over those of the previous year. The deaths among the in-patients were also larger during the year being 9.68 per cent as against 6.01 during 1917. The increase in all these cases is explained as having been due to the Influenza epidemic and the admission of more in-patients into the hospitals in consequence.

The largest number of out-patients 301,315 were under "all other infective diseases" which include Influenza, the next largest 264,332 being under Malaria which, but for the Influenza epidemic would, as usual, occupy the first place.

The total number of patients that were treated in the Unani dispensaries and Ayurvedic Vaidyasalas for which information has been received is reported as 393,540.

The number of patients on whom surgical operations were performed during the year was 46,794 as against 45,139 in 1917 and of these 38,866 were cured, 4,354 of the operations being major operations.

The number of midwives working during the year was 136, *i.e.*, two more than in 1917 and the average number of cases attended to by each midwife during the year was 62 as against 64 in 1917. The

total number of cases attended to was 8,326 as against 8,542 in 1917. The number of deaths out of these cases was 68 as against 36 in the previous year.

Ten Victoria or Dufferin Fund Scholars and ten pupil midwives were under training in the Maternity Hospital, Bangalore, and seven pupils of the previous year and thirteen newly admitted in the Vani Vilas Hospital, Mysore. Four barber women previously admitted for training in the Maternity Hospital, Robertsonpet, having passed out during the year, four new admissions for training were made.

Special Hospitals.—The number of out-door patients treated in the Maternity Hospitals at Bangalore, Mysore and Robertsonpet was 16,712, 11,842 and 18,190, respectively, the number of in-door patients being 933, 657 and 736 respectively, showing a total increase of 1,166, 1,548 and 980 respectively, over those of last year.

The number of in-patients and out-patients treated in the Minto Ophthalmic Hospital was 1,779 and 15,405 respectively being 33 and 302 less than in 1917. The decrease is attributed to the prevalence of Influenza towards the close of the year under review.

The Isolation Hospital and the Leper Asylum at Bangalore were as usual under the control of the City Municipality during the year under review. The number of patients treated in the former was 655 as against 465 in 1917 and the cost per head per diem was Re. 0-11-7 as against Re. 0-9-11 in 1917.

The number of inmates in the Leper Asylum was 75 inclusive of those who continued from the previous year and of this number 46 were discharged during the year and 9 died. The total cost of the institution was Rs. 4,231-13-3 as against Rs. 3,599-10-2 in the previous year. The total number of the lepers of the Civil and Military Station in the Asylum during the year was 13. The cost per head was Re. 0-8-2 per diem as against Re. 0-7-1 during 1917.

The number of lunatics in the Lunatic Asylum was 269 (of which 193 were males and 76 females) as against 273 in 1917 and 60 of them were discharged. Of these 269 inmates, 91 were lunatics of the Civil and Military Station. The total expenditure on the institution during the year was Rs. 39,423-4-4 as against Rs. 47,327-13-8 during 1917.

Medical Stores.—The Medical Stores made purchases of the total value of Rs. 1,83,502 during the year, of which Rs. 10,943 was the cost of country medicines and the rest of Europe medicines. Nearly Rs. 25,000 worth of medicines were distributed in connection with the Influenza epidemic.

Influenza.—The operations undertaken in connection with the Influenza epidemic of last year have been reviewed by Government in their Order No. 19409-21—Med. 56-18-96, dated 4th March 1919. The total number of deaths recorded as due to the disease is stated as 258,771 or 34 per mille of the population. The total expenditure on measures undertaken for Influenza relief amounted to Rs. 81,407

Expenditure.—The expenditure in the medical department under all heads amounted to Rs. 6,37,152, of which Rs. 5,04,343 was contributed from State Funds and Rs. 1,21,099 from Local Funds, the

remainder being from miscellaneous receipts. Of this last item, the larger portion, *viz.*, Rs. 13,224 was from the fees recovered in the medical institutions in Bangalore and Mysore Cities from persons liable to pay under Government Order No. 3820-70—Med. 231-13-4, dated 26th November 1915. A small portion of this was received from persons using the special pay wards of the Victoria Hospital, Bangalore, which having been found useful were sanctioned permanently in November 1918. The total expenditure in the department was on the whole Rs. 1,29,417 more than in 1917 and the increase was due mainly to increased expenditure on establishments and diet charges.

Medical staff.—Two officers of the rank of surgeons retired during the year. One Honorary Assistant Surgeon died. The total number of Surgeons, Assistant Surgeons and Sub-Assistant Surgeons including Lady Apothecaries in the department at the close of the year was 16, 35 and 190 respectively.

The staff of the department was reorganised during the year improving the pay and prospects of all grades of medical officers and subordinates except compounders. Orders have since issued improving the pay and prospects of this class of medical subordinates also. By the reorganisation, the number of Surgeoncies was increased from 7 to 16 and Assistant Surgeoncies from 29 to 34 and a separate class of medical graduates was formed on a pay ranging from Rs. 80 to 100.

Conclusion.—It is observed that no mention is made in the report of the Medical School at Bangalore. A brief statement regarding its working should be included in future reports.

Almost all the dispensaries were inspected during the year by the District Medical Officers. Government are glad to observe that a fair amount of itineration was done by the Senior Surgeon and that he inspected as many as 97 hospitals and dispensaries.

G. O. No. G. 13505-6—Medl. 36-19-3, dated 10th December 1919.

Pauper Patients.

FACILITIES FOR THEIR TREATMENT IN STATE HOSPITALS.

Government have had under their consideration for some time past the question of affording facilities (1) for sending pauper patients to the District Headquarter Hospitals to undergo operations there or for expert medical treatment and for returning them to their homes after their treatment is over and (2) for sending indigent patients for expert medical treatment or for operation in serious cases from District Headquarter Hospitals or from hospitals in the mofussil to the big State Hospitals at Bangalore and Mysore and for their return to their homes.

As a beginning, Government are pleased (1) to empower each Taluk Board to sanction from its budget up to an aggregate amount of Rs. 10 per annum to meet the charges of sending pauper patients

to the District Headquarter Hospitals and for their return to their homes, (2) to sanction an expenditure up to Rs. 25 per annum by each District Headquarter Hospital out of contingencies for sending indigent patients in bad cases to the hospitals at Bangalore and Mysore, (3) to authorise the medical officers in charge of the Victoria and Minto Hospitals at Bangalore and Krishnaraja Hospital, Mysore, to incur an expenditure from contingencies up to Rs. 50 per annum for sending back pauper patients to their homes after treatment in cases where such charges cannot be met from the Hospital Poor Fund.

G. O. No. G. 14691-700—Med. 126-18-14, dated 26-12-19.

All-India Sub-Assistant Surgeons' Association.

GOVERNMENT ORDER ON THE REPRESENTATIONS OF THE MYSORE BRANCH.

The requests made by the Sub-Assistant Surgeons' Association are :—

(1) The pay and prospects of the State Sub-Assistant Surgeons should be on a par with those of the Madras Presidency. (2) A house rent of Rs. 8 in district headquarters and Rs. 5 in taluks should be paid where quarters are not provided. (3) A uniform travelling allowance of four annas per mile for ordinary and six annas per mile for urgent duties should be sanctioned. (4) (a) The daily allowance in cases of court or any other special duty should be increased to a uniform rate of Re. 1. (b) An extra allowance of Rs. 30 in addition to pay may be given to those employed on duty in connection with the epidemic diseases. (c) In view of the cost of living at headquarters and district hospital localities an allowance of Rs. 10 similar to that sanctioned in the Madras Presidency may be given to those working in such places.

Government observe that there has been a very recent reorganisation of the Sub-Assistant Surgeons' cadre improving their pay and prospects materially, the minimum pay being now fixed at Rs. 45. Those in the last grade who were drawing Rs. 35 a month have had a promotion to Rs. 45. There is no need for a further revision of pay at present.

Orders have recently issued on the question of travelling allowances of all officers including Sub-Assistant Surgeons. No further action on this representation is called for at present. The question of the grant of house rent and charge allowances is under consideration and separate orders in the matter will issue in due course.

Government further direct that when Sub-Assistant Surgeons, not in receipt of a charge allowance are posted for epidemic duty, they may be given charge allowance at the rate admissible in the locality concerned, i.e., Rs. 10, Rs. 15 or Rs. 20 according as the place happens to be maidan, semi-malnad or *pucca* malnad.

SANITATION.

Sanitary Administration in Mysore.

REVIEW ON THE REPORT FOR 1918.

Seasonal conditions.—The rainfall during the year was scanty and the food situation serious on account of the high prices and scarcity of food grains; and these two causes contributed largely to the extremely unfavourable health conditions that prevailed during the year, resulting in widespread sickness and heavy mortality.

Vital statistics.—The total number of births in the State was 97,609 or 17·10 per mille of the population as against 114,125 or 20·0 per mille for 1917. The male births were 5·31 per cent more than the female births. The highest birth-rate for the year, *i.e.*, 21·41 was recorded in Kolar District and the lowest 13·86 in Mysore District.

The total number of deaths in the year was 343,948 or 60·28 per mille of the population as against 111,463 or 19·54 in 1917. The large increase in the number of deaths was due to the influenza epidemic of October and November of the year, the recorded number of deaths due to this disease alone being 195,437.

The excess of deaths over births during the year was 43·18 per mille for the whole State. The highest excess 69·48 was recorded in Chitaldrug District.

The disorganization of work caused by the Influenza epidemic must have added to the usual margin of error in these statistics. Registration of the statistics is reported to have been scrutinised by the District Sanitary Officers and the Taluk authorities. Government note that the Sanitary Commissioner proposes to prescribe a form of verification. Proposals in this connection may be submitted early for the orders of Government.

Diseases.—The total number of deaths from cholera was 3,158 for the year under review as against 7,288 for 1917. The largest number of deaths 1,209 or 40 per cent nearly of the total was in the Chitaldrug District. The work of sinking drinking water wells in rural areas is reported to have progressed well, but the wells sunk are not being fitted up with pumps. Proposals for more systematic work in this connection are at present under the consideration of Government.

The number of plague attacks and deaths for the year were 8,846 and 6,313 against 14,533 and 10,410, respectively, in 1917, there being a decrease in all the districts. The number of inoculations performed during the year was 37,083 as against 57,882 in 1917.

The malarial survey of Nagar Taluk was completed during the year, and proposals for similar surveys in certain urban areas which are malarial are under consideration.

The influenza epidemic of October and November was responsible for a large part of the mortality in the year. The special report submitted by the Sanitary Commissioner upon this epidemic has already been reviewed by the Government in their Order No. G. 19409-21—Med. 56-18-96, dated 4th March 1919.

The Central Sanitary Board and Sanitary work.—The Central Sanitary Board advised on 17 schemes estimated to cost about Rs. 19,61,670 during the year. Rules were issued for regulating the allotment of funds sanctioned every year for large sanitary improvements. The total expenditure on works of a sanitary nature in the Public Works Department was Rs. 2,20,529-14-3. Information under this head in greater detail should be obtained from Public Works Department in future and included in the report of the Sanitary Department.

Village sanitation.—The Village Sanitary Regulation was introduced into 55 villages during the year, and Village Improvement Committees were formed in about 649 villages. The work under the Village Improvement Scheme included, besides the sinking of 289 wells and the improving of 193 more, the formation of village extensions in 80 villages and minor improvements such as clearing rank vegetation, filling up hollows and ditches, etc. Government desire in this connection to draw the attention of Deputy Commissioners to the remarks of the Sanitary Commissioner in the matter and at the same time to impress on local officers the importance of propaganda work and the necessity for securing the willing co-operation of the people in the enforcement of sanitary rules.

Malnad improvements.—Good work was done under the scheme for the improvement of the malnad during the year. The scheme itself was extended for a further period of five years and the lines of work revised in Government Order No. 6561-3--San. 72-17-2, dated 22nd May 1918.

Medical inspection of school children.—Some work was done under this head, 137,960 children having been examined in all in the places where dispensaries are located. Proposals for further improvement in this direction are under consideration.

Miscellaneous.—The Sanitary Commissioner complains that, in spite of repeated instructions to the contrary, Sanitary Inspectors in taluks are being employed by the Amildars in connection with Revenue and Local Fund Works. Most of the Local Fund Works such as sinking of wells, construction of drains, etc., relate to sanitation and do come within the proper scope of the duties of Sanitary Inspectors but they being deputed to do other works should be put a stop to at once. A fair amount of inspection work has been done by the Sanitary Commissioner and his subordinates.

Proposals for reorganising the department with the object of increasing the staff and improving their prospects were under the con-

sideration of Government during the year under review and orders have since issued on them.

G. O. No. G. 17292-303—San. 51-19-3, dated 27th January 1920.

Vaccination Department.

REVIEW ON THE REPORT FOR 1918.

The department was reorganised during the year and the number of vaccinators and Deputy Inspectors increased from 102 and 5 to 114 and 9, respectively, and the whole staff placed under the control of the District Boards in the districts. There were 140 vaccinators and 9 Deputy Inspectors working during the year. The Deputy Inspectors were relieved of sanitation work and given duties relating only to vaccination.

Result of vaccination during the year.—The number of persons vaccinated during the year under review was 101,613, as compared with 96,180 in 1917, showing an increase of 5,433. Under "District Vaccinations" there was a decrease of 137 on the whole in the number of persons vaccinated. The average number vaccinated by each vaccinator was 596·5 for the year under review as against 587 in the previous year. Government consider that these figures indicate unsatisfactory work on the part of the vaccinators. Steps should be taken to show better results in future.

Prevalence of small-pox.—The number of deaths from small-pox increased from 1,468 in 1917 to 4,442 in the year under review. No probable reason for this large increase is suggested in the report.

Inspection.—The inspections by District Sanitary Officers and Deputy Inspectors were on the whole satisfactory, the total number inspected by both the classes of officers being 49,605 as against 36,984 in 1917.

Cost of the department.—The total cost of the department exclusive of the Vaccine Institute, amounted to Rs. 28,039-9-8 in the year under review as against Rs. 25,689-14-9 in the preceding year. The average cost of each successful vaccination was Re. 0-5-8 as against Re. 0-4-10, in the previous year.

Vaccine Institute.—The Vaccine Institute was transferred from the control of the medical to that of the Sanitary Department during the year. There was an increase in the quantity of vaccine supplied during the year, the quantity for 1918, being 1,62,363 as against 1,49,707 in the year previous. The expenditure, however, was less than that of last year, being Rs. 7,235-12-1 as against Rs. 10,892-14-0. This decrease is attributed to the decrease in the number of calves vaccinated. The receipts from the sale of paste were Rs. 857-5-9 as against Rs. 1,162-12-3 in 1917.

G. O. No. G. 15837-48—San. 42-19-3, dated 13th January 1920.

Plague Preventive Measures.

LINES OF ACTION TO BE TAKEN.

The Government of His Highness the Maharaja have had under their consideration for some time past the question of improving the existing arrangements for combating the epidemic of plague in the State. To this end Dr. M. Srinivasa Rao, the late Sanitary Commissioner, submitted, on the eve of his retirement, a note in which he has reviewed the situation from the first outbreak of the disease in Mysore twenty-one years ago and offered some useful suggestions for the future conduct of anti-plague operations. Government have also had the advantage of perusing the valuable Memorandum of the Sanitary Commissioner with the Government of India on Plague preventive measures, issued some time back. Before dealing with these suggestions, it is necessary to take a retrospect of the extent to which the State has suffered from the ravages of plague and of the expedients adopted to minimise the same.

2. The first case of plague, definitely diagnosed as such, occurred in the Bangalore City on the 12th August 1898 and the disease rapidly assumed an epidemic form, affecting not only the entire district of Bangalore but also the adjoining districts of Kolar, Tumkur and Mysore. Since then, these and other parts of the State, with occasional exceptions, have been subject to the annual visitation of the epidemic, usually between May and October, the outbreak having been severest in the years 1902, 1903 and 1904 with 26,301, 20,223 and 21,622 deaths respectively. The total number of plague attacks, during the 20 years ending with June 1918, was 273,084 and the total number of deaths 199,840.

3. Plague extorts a considerably heavier toll of the urban than of the rural population. The absence of adequate facilities for prompt evacuation, the greater density of population and the large grain marts in cities and towns, favourable to the quick dissemination of infection through rats, appear to account for this fact. Atmospheric conditions also seem to have an intimate bearing upon the prevalence of plague. Dr. Srinivasa Rao states that a mean temperature between 70° and 80° Fahrenheit, associated with "saturation deficiency" less than 0.30 inch is highly favourable for the outbreak and spread of the epidemic, and that when the mean temperature rises above 80° F. with a high "saturation deficiency", the epidemic rapidly subsides.

4. The measures adopted in the beginning to check the spread of the disease were the following:—

- (1) Detention and observation of persons coming from infected areas and disinfection of their luggage.
- (2) Compulsory removal of plague patients to special hospitals.
- (3) Compulsory isolation of persons that came into contact with plague patients.
- (4) Disinfection of infected houses,

and (5) Inoculation of persons exposed to infection, with the plague vaccine.

The first three measures, which were adopted in accordance with the theory of the means of dissemination of plague infection current at the time, were abandoned after a short trial, as the people, panic-stricken in the presence of a new danger, were unprepared for such interference.

5. Plague is now known to be a disease of rats caused by the plague bacillus which is spread from rat to rat and from rat to man by the bite of the rat flea. Rats being thus the medium of infection, anti-rat measures are of first importance in any anti-plague campaign, as they strike at the root of the evil. The decreased virulence of the disease in the second of the two decades under review is explained by Dr. Srinivasa Rao as possibly due to the rats having acquired great immunity to the attacks of the plague bacillus and he is of opinion that when the susceptible rats are killed off the surviving animals are able to transmit their acquired and inherited immunity to their young ones, an immunity which is strengthened in each succeeding generation so that there must ultimately arise a race of rats which are practically proof against plague. But he adds that it must not be forgotten that the plague bacilli may develop an increased virulence so as to attack even immunised rats. Apart from theory, there can be no question that the real anti-plague measure is the dissociation of man from rats. This can be effected with any degree of success only through the exertions of the people themselves and a memorandum has accordingly been issued inviting the attention of the public to the importance of the destruction of rats in their houses. Neither the Government nor the local bodies can do much in this direction and in fact the results of the attempts made at great expense by the Bangalore City Municipality for several years prior to 1911 to encourage the destruction of rats by offers of reward were inappreciable. It has been suggested that anti-rat campaigns can be carried on with most chance of success in the hot dry months of the off-plague season by the use of rat traps and rat poisons and that efforts should also be made at the same time to lessen food and shelter for rats. Barium carbonate has been recommended as a very effective rat poison and the directions for using it for this purpose, as given in the Memorandum of the Sanitary Commissioner with the Government of India, are reproduced below for the information of the public:—

“One pound of powdered native barium carbonate is mixed thoroughly in an enamelled basin with three pounds of flour made from the grain which constitutes the staple food of the locality in which operations are to be carried out. Sufficient water is added to make the whole into a fairly firm paste. The resulting mass is sufficient for some 2,400 baits, each containing three grains of poison, which are conveniently rolled into pill form. Clean hands and dishes are necessary to avoid imparting to the baits extraneous taste and odour which may diminish their attractiveness. Baits should be made fresh each day as hard stale bait is rarely eaten by rat.”

“Poison baits made in the manner described should be laid in

the evening, four baits on a small piece of paper being placed in situations readily accessible to rats but not so readily accessible to children and domestic animals. Twelve baits, three groups, will be found generally sufficient for an average sized Indian room. A careful record of the baits set should be kept and in the morning all unconsumed baits should be collected and destroyed, note being made of the number consumed wholly or in part and the dead rats found should be counted and destroyed. This process can be repeated daily until no more baits are consumed. Another baiting of the village or town can be carried out some two weeks later. When baiting is being carried out, special efforts should be made to encourage house-holders to keep all other available food for rat covered up especially at night. In laying baits, the presence of rat holes or other indications of the presence of rats will afford useful indications as to where baits can be laid with most chance of success."

"If rat poisoning be carried out with careful attention to all these details, a very notable degree of success will be achieved with very appreciable benefit when plague threatens."

6. As regards the action to be taken by public authorities in this matter, Government expect every large Municipality to frame suitable bye-laws for insisting upon houses, shops, godowns and markets being rendered rat-proof and, what is more important still, kept in a rat-free condition. The Sanitary Commissioner with the Government of India lays special stress on the importance of controlling the grain trade in this connection, as plague is generally found to begin in places in the close vicinity of markets and grain stores, in consequence of the transport of rats from infected localities for which grain and similar merchandise offer facilities. To counteract the dissemination of infection through this means, the same authority suggests the following as the desiderata of grain stores:—

"(1) Wherever possible, the wholesale storage of grain should be effected in buildings apart from those in which retail trade is carried on.

(2) Wholesale grain stores should not be situated in close proximity to densely-crowded areas of a city.

(3) Wholesale grain stores should never be utilised for purposes of human habitation.

(4) Bearing in mind that water is essential for the life of the rat, no water accessible to rats, or fresh vegetables should be allowed in wholesale grain stores.

(5) As rats are unable to circumvent a smooth horizontal projection of nine inches, such a ledge surrounding a grain store on the top of a plinth 3 feet high is effective in prohibiting the ingress of rats. On the sides of the building in which the doors are situated, this ledge can conveniently be enlarged into a platform 2 feet or 2 feet 6 inches in width. Re-inforced concrete is a suitable material for such ledges and platforms.

(6) The roof of the godowns should overhang this platform and ledge to prevent the accumulation of rain water therein.

(7) No steps or similar means of facilitating ingress should

be allowed. In practice, the inconvenience caused by the absence of such steps will be found inconsiderable. For unloading sacks of grain designed for such a store, the bullock cart can be pushed close to the platform, which is also at a convenient height to facilitate the deposit therein of sacks from a cooly's back.

(8) Rats will, from time to time, be introduced into such a store, but they will be compelled to leave in search of water and should find their return extremely difficult.

(9) In villages and places where the cost of such pucca buildings is prohibitive, relatively rat-free stores can be made of almost any material provided the roof is water-tight, by raising the floor on uprights surmounted by rat-guards similar in design to those commonly employed on ship's cables. These uprights should be at least 3 feet high and would support the beams on which the floor rests. The floor might be made of wood. The space underneath the floor can be left open and kept free from weeds and rank-growth with but little trouble."

Government desire that, in places which are important grain centres the Municipal Councils concerned should take action to control the grain trade on these lines.

The Railway Goods Sheds should similarly be kept free from rat infestation. The Agent, Mysore Railways, is requested to take suitable steps to secure this result.

7. While the anti-rat campaign, outlined in the preceding paragraph, is intended to prevent the outbreak of plague in a plague-threatened area, other measures have to be resorted to to check the spread of the epidemic when it has actually broken out. The measures now in vogue are evacuation and disinfection of infected dwellings and inoculation with the plague vaccine of persons exposed to infection. Though these measures have been employed in the past with no small success, there is still room for improvement in their actual working so as to render them more effective.

8. If evacuation is to secure the desired result, it should be both thorough and timely. The infected house should be vacated as soon as the infection is discovered and everything in the house should be removed to facilitate thorough disinfection as well as to prevent further rat infestation which cannot be avoided so long as there is any article in the house that would afford shelter or sustenance to rats. It is also important that the house should not be visited again on any account until it has been properly disinfected. No evacuated house should be re-occupied within two months and the re-occupation should be preceded by dessication, lime white washing and the general tidying up of the house and its surroundings.

Government trust that the people will avail themselves of the facilities usually provided for evacuation, *viz.*, supply of bamboos from the Forest Department free to the poor and at cost price to others in villages where hutting materials are not easily available.

To facilitate prompt evacuation, arrangements should be made in every Municipality for the construction of sheds according to approved designs, the number of such sheds depending upon the

population of the Municipality and the frequency and extent of prevalence of the epidemic. Approved type designs have been forwarded with estimates to the Presidents of the District Boards and Municipal Councils.

The sheds should be substantially built and properly looked after to prevent deterioration.

The Deputy Commissioners, in consultation with the Sanitary Commissioner, are requested to select suitable sites for camping grounds in towns and important villages, and arrange for water-supply, etc.

9. Various methods of disinfection were practised, disinfection of soil by various kinds of chemical disinfectants such as corrosive sublimate, phenyle and its congeners, disinfection by emulsion of kerosine oil or pesterine in soap solution and disinfection by heat and fumigation by burning *neem* leaves. Disinfection by dessication in a simple form has been advocated during the past two years and should be carefully carried out immediately after the evacuation of the house and repeated once again before re-occupation if the house has been vacant for more than ten days. All grains liable to infection should be exposed to bright sun-light for at least a couple of hours.

10. Inoculation has been slowly making its way against much opposition and this work is now carried on by medical and sanitary officers. In Bangalore, a Lady Assistant Surgeon is deputed for inoculating gosha ladies. To obtain full benefit from inoculation, it should be resorted to when the epidemic is in its incipient stage instead of when it is at its height as is the tendency at present. The following statement gives the number of people inoculated during the past five years and the incidence of plague mortality amongst them:—

Period	Number of persons inoculated	Attacks among inoculated	Deaths among inoculated	Total attacks	Total deaths
1913-14	9,473	15	.....	4,788	3,322
1914-15	21,308	13	2	7,021	4,789
1915-16	23,405	6	4	5,466	3,808
1916-17	93,931	51	20	16,552	11,755
1917-18	49,799	8	4	13,955	9,859

11. There are at present three plague hospitals in the State, one at Bangalore, another at Mysore and the third at the Kolar Gold Fields. The number of patients admitted into these institutions during the past five years were:—

	Bangalore	Mysore	Kolar Gold Fields
1913-14	52	19	70
1914-15	175	131	206
1915-16	17	7	8
1916-17	343	48	329
1917-18	128	13	3

Government have under active consideration proposals for making these institutions more useful. The construction of a new Epidemic Diseases Hospital in Bangalore is also under the consideration of Government.

Other municipal towns with a population of 5,000 and upwards should have a small isolation hospital in charge of the local medical officer, with about half a dozen beds, located as close to the dispensary as possible. The isolation wards should be furnished with cots, bedding, clothing, and other equipment.

12. The total expenditure incurred from 1896-97 up to 1917-18 on account of plague preventive measures according to the Comptroller's account is Rs. 29,29,804.

Amount spent from				Rs.
State Funds	...	...	...	26,30,249
Municipal Funds	...	...	...	2,51,556
District Funds	...	...	...	29,106
Sanitary Board, Kolar Gold Fields...			...	18,893
Total				29,29,804

Amildars and Deputy Amildars are provided with a permanent advance of Rs. 50 for expenditure under epidemic charges, the advance being recouped from time to time.

The Municipalities have been asked to make a provision of Rs. 1,000 for every 10,000 of population, for epidemic charges in their budgets.

In case of the available grant in the budget being found inadequate, the Municipal Councils may apply to Government for special grant-in-aid through the Sanitary Commissioner.

The Municipal Councils of Bangalore and Mysore Cities are given half their expenditure on epidemics from State Funds.

The Sanitary Commissioner is requested to submit to Government, at an early date, in consultation with the officers and local bodies concerned, a detailed statement showing the distribution of expenditure (out of the State grants and contributions for plague and other epidemic charges) for plague prevention, disinfection and inoculation by

(1) the Public Health Department, and

(2) the Municipalities and District Boards.

He should also submit to Government a forecast of the expenditure to be incurred both during 1920-21 and for the next five years.

13. The only permanent or quasi-permanent establishment on any considerable scale maintained throughout the year partly from plague and partly from municipal funds is that for disinfection for the two cities and for the special work in connection with the frontier plague protection scheme in the districts.

Small establishments for varying temporary periods are entertained whenever necessary for attending on plague patients, for disinfection of houses, etc. The Deputy Commissioners have been authorised to incur an expenditure of Rs. 50 per mensem for temporary establishment for disinfection work,

To ensure that disinfection is effectively carried out, it is desirable to entrust this work to a trained staff. For this purpose, a few men attached to the permanent conservancy staff in each place should be trained in the technique of disinfection so that they may be employed on disinfection work whenever necessary, their places being taken temporarily by men to be newly engaged. Similar training should be given through Sanitary Inspectors to a few village servants in all important villages. When the number of affected villages is large, an itinerant gang may also be temporarily employed to practically demonstrate the method of disinfection to the villages under the supervision of the Sanitary Inspectors. These arrangements will obviate the necessity of maintaining a disinfection establishment throughout the year.

14. His Highness' Government desire that the measures herein recommended should be popularised by means of lectures and pamphlets and they trust that with the Local Self-Government scheme and the re-organization of the Sanitary Department already sanctioned, the adoption of these measures will be facilitated. The Presidents of the Bangalore and the Mysore City Municipalities and the Deputy Commissioners of Districts are requested to submit at an early date detailed proposals for giving effect to these recommendations.

G. O. No. G. 18690-706—San. 92-18-16, dated 14th February 1920.

EDUCATION.

Mysore University.

REVIEW ON THE REPORT FOR 1918-19.

Three new Professors were added to the University staff, *viz.*, two for English, one each in the Maharaja's College, Mysore, and in the Maharani's College and one for Philosophy in the Maharaja's College.

Finance and Attendance.—The income of the University from all sources amounted to Rs. 7,90,888 and the expenditure to Rs. 6,55,941 during the year as against Rs. 5,55,420 and Rs. 4,82,229, respectively, during the last year. The number of students under instruction in the various Colleges was 734 including 8 students in the College classes of the Maharani's College as against 619 in the year 1917-18 the increase in the strength being highest in the Maharaja's College.

Examination and Courses of Study.—Out of 131 candidates sent up for the B. A. Degree Examination, 64 passed in both parts, 1 being placed in the 1st class in both. Of the 15 candidates sent up for the B.Sc. Degree, 12 passed, 2 being placed in the 1st class. Sixteen candidates appeared for the 1st year's Certificate Examination, of whom 9 passed. Forty students were registered for the Intermediate Examination in Engineering, of whom 34 were declared to have passed. Seven hundred and sixty-seven candidates appeared for the Entrance Examination as against 403 in 1917-18 and 215 were declared to have passed, *i. e.*, 28.29 per cent as against 34.24 in the previous year. The 2nd year Commerce class in the Commerce Faculty, the 3rd year class in Philosophy Group 1, and the 2nd year class in Engineering College were opened during the year. Arrangements were also made for instruction to graduates studying for the M. A. Degree in certain subjects in the Maharaja's College, Mysore.

Libraries.—Two thousand six hundred and fourteen volumes and reports were added to the University Library. The number of volumes in the Library is 4,925. Orders for books worth about Rs. 60,000 are reported to have been placed. The Oriental Library also had considerable additions made to it in the shape of rare manuscripts and transcripts.

Hostels.—With a view to affording relief to certain students of the Central College who could not be accommodated in the College Hostel, a private hostel was maintained. The question of revision of rules regarding the hostels maintained by the University with a view to make them self-supporting on the lines of the rules issued recently

for hostels under the management of, or receiving grants-in-aid from, the Education Department, is under consideration.

Endowments.—Including the 7 endowments amounting to Rs. 39,362 accepted during the year, the total value of the endowments on the last day of the year was Rs. 1,41,374.

The two lecture halls, additional blocks for the hostel, the cricket pavilion and the Union Buildings at Mysore were completed and the other buildings of the University made appreciable progress.

The First Convocation for conferring degrees was held on 19th October 1918, when His Highness the Chancellor presided and Sir Asutosh Mukherji addressed the first Graduates of the University. The Degree of Bachelor of Arts was conferred on 31.

Inspection and other work of the University.—The Entrance Classes of the Collegiate High Schools were inspected by the Professors of the University and the Registrar. The University published its calendar for the first time, and 13 series of Extension lectures were arranged to be delivered in various important places during the year as against 4 in the previous year. Many original papers and works were published by the members of the College staff. The thanks of Government are due to the Vice-Chancellor, the Registrar and the Professors of the University for the satisfactory working of the University during the year.

No. 5725—Edn. 123-19-25, dated 2nd January 1920.

Assistant Inspectors of the City Ranges.

The Inspector-General of Education recommends that in the interests of efficiency of the schools in the cities of Bangalore and Mysore and the offices of the Circle Inspectors, full-time Assistant Inspectors may be appointed as Office Assistants to the Circle Inspectors of Education and the two City Assistant Inspectors relieved of the office work of Circle Inspector's office. He also proposes that, as the two Senior Assistant Inspectors are virtually District Inspectors both in the nature of their work and the grade of the schools placed under their administrative control and supervision, they may also be given the powers of District Inspectors in respect of appointments, grant of leave, sanction of scholarships, etc., and the two cities treated as two separate districts for purposes of educational statistics, the two City Assistant Inspectors being placed under the direct control of Circle Inspectors.

Government approve of the proposals of the Inspector-General of Education to place the City Inspectors under the direct control of Circle Inspectors with powers of District Inspectors. They consider that the other proposal to appoint full-time Office Assistants to Circle Inspectors may be deferred for the present and the City Inspectors may continue to discharge the duties of Assistants to Circle Inspectors.

G. O. No. 6004-5—Edn. 18-19-109, dated 9th January 1920.

Secondary Education in the State.

ABOLITION OF FEES IN GOVERNMENT MIDDLE SCHOOLS.

With a view to encourage the expansion of Primary Education in the State, the levy of school fees in the Upper Primary Classes II and III of all Village Elementary Schools was abolished in 1907 and the exemption was extended in the year 1908, to the Upper Primary Classes in all Taluk Vernacular Schools. Levy of school fees was also abolished in classes, Infant I and II of all Anglo-Vernacular Schools maintained from State and Village School Funds and in Classes IV and V of Village Elementary Schools.

The question of providing increased facilities for education in all the grades has been engaging the attention of Government for some time past. The subject of making Secondary Education free in order to promote higher education in the State, has been urged repeatedly in the Representative Assembly and the question was also discussed at great length at the last Session of the Economic Conference. Government observe that in determining the facilities to be provided for the encouragement of education in the various grades and in the distribution of funds proportionately among them, the most important principle to be kept in view is the benefit likely to be derived from each grade of education by the largest number of people in the State. As regards Primary Education, special measures have been adopted to place it within the reach of the bulk of the people by opening schools on a large scale throughout the State and by abolishing fees in these classes. But the education at present imparted in Primary Schools does not usually extend over a course of more than two or three years and the instruction is too rudimentary in character to prevent pupils who have not proceeded beyond that stage as a rule from relapsing into illiteracy. It has therefore been urged with much force that instruction in the Middle School grade should be considered an essential part of the minimum education necessary for the bulk of the population and that it has as paramount a claim as Primary Education upon the available resources of the State.

At present, the principal means for promoting education in the middle and higher grades are the award of scholarships and of a certain percentage of freeships. The mere grant of scholarships to a very limited number of pupils cannot have appreciable effect in encouraging education in the lowest grades and the value of the scholarships, moreover, is too small to be of much help to the few pupils that are able to get them. Education in the Middle Schools has therefore, to be extended in the same way and by the same means as Government have adopted in the case of Primary Education, *viz.*, by increasing the number of schools so as to afford an opportunity to pupils in every fairly large centre of population to undergo the Middle School Course, and making education in that course also free. The existing Middle Schools, if properly organised and if the types are standardised, are capable of imparting more efficient instruction to a much larger number of pupils than are attending them at present. Proposals to increase their number and improve their types are separately under

consideration. It should therefore be possible to provide for the increased number of pupils that may resort to Middle Schools if Lower Secondary Education is made free without any disproportionate increase in the number of new schools to be provided in future.

As already announced by the Dewan in his Address to the Representative Assembly on the 6th October 1919, His Highness the Maharaja has been graciously pleased to sanction education in the Lower Secondary grade being made free. Government direct that with effect from the 1st July 1920, no fees shall be levied in Government Middle Schools. As regards the higher grades of education, Government consider that the abolition of fees is not possible as the requirements of lower grades of education demand all the existing resources and that the only manner in which higher education can be encouraged is by the grant of suitable scholarships to deserving pupils who on account of poverty are prevented from proceeding to higher courses of study.

G. O. No. 6634-5—Edn. 357-19-1, dated 23rd January 1920.

Hindustani Schools.

APPOINTMENT OF A DISTRICT INSPECTOR FOR THE MALNAD DISTRICTS.

The Inspectorate for Hindustani Schools consists of two District Inspectors with headquarters at Bangalore and Mysore, 4 Assistant Inspectors 2 of whom are attached to the offices of the District Inspectors as their Personal Assistants and 3 Supervisors. It has often been represented at the Representative Assembly that the Inspecting Staff of these schools is inadequate and that an additional Inspector for the Malnad is absolutely necessary. The Inspector-General of Education has also recommended in pursuance of a resolution of the Mahomedan Educational Conference that a third District Inspector of Hindustani Schools may be appointed for the Malnad Districts of Hassan, Kadur and Shimoga, and has proposed the following scale of charges in this connection:—

	Rs.
One District Inspector ...	175 per mensem.
Four Clerks—35, 30, 25, 15 ...	105 „
Three peons—8, 7, 7 ...	22 „
Contingency ...	12 „
Rent ...	16 „
Touring charges ...	300 per annum.
Travelling Allowances ...	600 „
Total ...	4,860 „

Government approve of the proposals of the Inspector-General of Education to appoint an additional Inspector for the Malnad. The charges proposed are also sanctioned.

As the number of schools which each Inspector of Hindustani Schools has to inspect is not very large, Government consider that District Inspectors need not have personal assistants and that the services of the latter can be better utilised in actual inspection work. They accordingly direct that the two Assistant Inspectors who are at present attached to the offices of the District Inspectors be withdrawn from those offices and placed in charge of Ranges.

The general question of revision of the Inspectorate is reserved for further consideration in connection with the Memorandum on Education.

G. O. No. 6866-7—Edn. 44-19-2, dated 27th January 1920.

Mysore Educational Service.

INSTITUTION OF A PROFICIENCY TEST FOR THE INSPECTING STAFF.

With a view to raise the efficiency of the teaching and inspecting staff employed in the Education Department and facilitate inter-changes whenever necessary, the Inspector-General of Education proposes to introduce an examination styled "The Mysore Educational Service Proficiency Examination." The Education Committee who were consulted are of opinion that an examination of the kind proposed is absolutely necessary and that it should be made obligatory not only on those who entered service after 1910, for earning promotion or confirmation but also on others as far as possible and have resolved that the scheme be introduced immediately with the following additions and modifications:—

(1) No Assistant Inspector who has not passed this examination should be confirmed in the grade of Rs. 75—10—125 and no such Assistant Master in the grade of Rs. 150 unless he is above 40 years of age in which case he may be exempted from passing the examination.

(2) The management of this examination should be entrusted to the Local Examination Board instead of the Special Board proposed by the Inspector-General of Education.

(3) The curricula be fixed as follows:—

Group (A)—Proficiency in Instruction.—

Subjects—(1) Teaching methods—One paper of 3 hours' duration—150 marks.

(2) School organisation, discipline and corporate school activities—One paper of 3 hours' duration—150 marks

(3) Comparative study of Educational systems in British India and one foreign country (book to be prescribed)—One paper of 3 hours' duration—150 marks.

Group (B) — Subjects—

- (1) Mysore Service Regulations and Mysore Account Code—One paper of 3 hours' duration—150 marks.
- (2) Educational Codes—One paper of 3 hours' duration—150 marks.

Further the proposed examination in Kannada should not be a Proficiency Test and it should be conducted as a *viva voce* Departmental Examination on the lines of the Kannada Test of the Civil Service Examination.

(4) As regards fees, the fees for each of the two groups should be Rs. 5 only and no fees should be charged by the department for the *viva voce* examination in Kannada.

Government are pleased to approve of the proposals of the Inspector-General of Education subject to the modification suggested by the Education Committee. The scheme as approved by Government involves a net cost of Rs. 650 per annum as follows:—

	Rs.
1. For setting 5 papers Rs. 100 each ...	500
2. <i>Viva voce</i> Examination—Remuneration to Examiners ...	100
3. Remuneration for valuing papers at Rs. 2 for each paper for 25 candidates ...	250
4. Stationery articles ...	50
Total ...	900
Deduct—Registration fees for 25 candidates	250
Net cost ...	650

G. O. No. 7127-9 — *Edn. 95-19-7, dated 31st January 1920.*

AGRICULTURE.

Department of Agriculture.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

Library and Publication.—Twelve publications relating to improved methods of cultivating staple crops and of combating various insect pests were issued from the office of the Director. The Director remarks that the Departmental Library is not being made use of largely by the public. The library contains a large collection of useful books 4,700 in number and in addition the department is subscribing for 75 journals and also getting a larger number of reports free or by way of exchange. Government consider it necessary that all possible facilities should be created for the free use of the library by persons interested in agriculture. The Director is requested to take steps for the publication of a catalogue and to submit proposals with draft rules for encouraging the use of the library by the public, and for constituting a section in his office to serve as a Bureau of Agricultural information to the public.

Agricultural Farms.

Hebbal Farm.—The Hebbal Farm was conducted on the same lines as before. Owing to the insufficiency of rainfall, the results obtained by experimenting with such crops as ragi, sugar-cane and paddy were not satisfactory. Good results were, however, secured in experiments in ragi cultivation, by the use of improved seed, better methods of culture, the rotation of ragi with groundnut and avare and the use of cowpea as green manure. The tests with regard to paddy were conducted with reference to varieties of the grain, the effect of various manures and artificial fertilizers, the seed rate and duty of water. Honge leaves as green manure and ammonium sulphate with superphosphate as fertilizer had a favourable influence on the yield of paddy. The duty of water could not be satisfactorily tested owing to the inadequate supply in the Hebbal tank. Transplantation of the seedlings one month old was attended with favourable results. The Red Mauritius cane was as usual found to produce the highest yield. Manurial tests with sugar-cane showed that the use of 3 tons of oil-cake per acre yielded a proportionately better net return than the use of 2 tons per acre. Planting sugar-cane 4 feet apart yielded the highest outturn. H. H. the Gaekwar of Baroda honored the Farm with a visit during the year.

Marthur Farm.—Of the various crops that were tested in the

farm, pepper from Tali-paramba in respect of which experiments were commenced last year is reported to have done very well. Government trust that the Department will make special efforts to popularise the cultivation of this kind of pepper in the malnad areas. Special attention was paid in the farm to the preparation of ensilage which when removed, is said to have been eagerly consumed by cattle.

Babbur Farm.—Experiments were made with different varieties of cotton but owing to deficient rainfall, satisfactory results could not be obtained. Doddahathi under irrigation was found to do better than Cambodia cotton. In view of the costliness of cattle manure and of the fact that it is not easily procurable in these tracts, various kinds of green manure were tried in the farm. Cowpea has been found to be preferable to others as it is woody and incorporates more easily with the soil and also because it is of shorter duration and therefore less likely to be disturbing in the rotation with important crops. Sugar-cane sets valued at Rs. 584 and Cambodia cotton seed sufficient for 744 acres were sold from the farm during the year.

Nagenahalli Farm.—The Deputy Director was in charge of this farm. Though this was specially intended to be worked as a sugar-cane farm, sugar-cane could not be planted during the year owing to the arrangements for providing facilities for irrigation being still incomplete. It is hoped that the work will be started in earnest and special efforts made to achieve satisfactory results during the current year.

Investigation work.—Government are glad to note that the extensive experiments carried on for years have enabled the department to make certain definite recommendations for increasing the outturn of crops. The advantages of the use of improved ragi seed, the rotation of ragi with groundnut, and early cultivation with improved ploughs and of green manuring for late ragi have been placed beyond doubt. The superiority of Red Mauritius sugar-cane for giving heavy yield when planted in rows not closer than 3 feet apart and the beneficial results of the use of oil-cake as manure for sugarcane have also been fully established.

The analysis of various oil seeds to determine their oil content was carried out in accordance with a resolution of the Departmental Conference. The oil content of the same seed grown in different localities was found to vary considerably. Twenty samples were analysed. Investigations are being continued in the matter.

Popularisation of improvements.—In spite of inadequate supply, agricultural implements to the value of Rs. 38,206 were sold during the year as against Rs. 36,143 last year, the value of sales under the hire-purchase system amounting to Rs. 1,919. Red Mauritius has been introduced into new areas and 480 tons of oil-cake have been sold as manure for sugar-cane. A special mixture of manure for paddy cultivation was introduced and popularised. In almost all districts there have been two depots in each district for stocking and selling not only improved implements but also seed grains and manures.

The demand for Sannhemp seed has been growing especially in Tumkur District where sannhemp is used as green manure for cocoanut and arecanut.

Improved strains of ragi raised on the Hebbal Farm were distributed over 140 separate areas aggregating 540 acres. It was expected that the improved seed grown on these lands would be available for a very large extent of land in the following year. But owing to the partial failure of rains the expectations in this respect have not been fully realised. Besides the normal work of the Department it was also entrusted with the distribution of paddy-seed, ragi, jola, in connection with the scheme for encouraging the growth of food crops to meet the shortage of foodstuffs in the year. A sum of Rs. 50,000 was placed at the disposal of the Department for this purpose. The Department issued during the year 1,45,500 seers of seed-paddy, 32,985 seers of ragi and 36,085 of jola.

Exhibition.—A new feature in the Dasara Exhibition held in October 1918 was the interesting series of demonstration plots laid out under the direction of the Deputy Director shewing various crops growing under different treatments.

Improved methods of cream separation and butter making were also demonstrated during every day of the Exhibition.

One thousand one hundred and ninety two demonstrations of the working of the improved ploughs and cultivators were conducted in the various Exhibitions and Jattras. The demonstration of seed selection by the salt water method and of the selection of good ear-heads on the field was continued.

Co-operative Societies in relation to the Department.—Some of the co-operative societies are reported to have worked in conjunction with the Agricultural Department by undertaking the stocking and selling of implements, hiring out improved implements and sugar-cane mills and distributing the improved ragi seed. Government agree with the Director that the Department should be gradually relieved of this work and that it should be handed over to the co-operative societies, new societies being formed for the purpose wherever necessary. The proposals since received on the subject from the Director of Agriculture and the Registrar of co-operative societies are under the consideration of Government.

Agricultural Engineering.—The major portion of the time of the Agricultural Engineer was devoted to the construction of works on the various farms and teaching in the Agricultural School. In connection with the food production scheme a temporary establishment consisting of an Agricultural Engineer, a carpenter, a smith, and a draftsman was sanctioned by Government to attend to the important work of designing and making agricultural implements adapted to local conditions.

There was a great demand for sugar-cane mills of the Nahan type from all districts. But owing to insufficient supply it was not possible to meet even a tithe of the demand. The mills made by the Central Industrial Workshop did not work satisfactorily.

The Pest Act.—Though Koleroga spraying operations were conducted on the same lines as before, the spraying work in the gardens of private owners was greatly hampered owing to want of good sprayers which could not be imported on account of the European War.

One more village was brought under the Pest Act and the area was free from the disease. It is satisfactory to note that the villagers appreciate the value of this work and that many applications have been received from many villages for being brought under Pest Act.

The method of hand picking of moths destructive to crops was carried out as usual, people willingly co-operating with Department. It is stated in the report that the creation of a permanent organisation in the infested villages is under the consideration of the Department. A scheme may be formulated in consultation with the Revenue Commissioner and submitted for the consideration of Government.

Agricultural Education.—The Hebbal School had 18 students in the Junior Class and 16 in the Senior Class at the commencement of the year. During the year 8 students in the Junior Class dropped off, it is stated, owing to residence on the Farm being too expensive. Two scholarships of Rs. 15 each one in each class are awarded by Government and it is stated that other students receive scholarships varying in value from either District Committees or Taluk Committees of the Economic Conference. The Director of Agriculture is requested to fix a minimum rate for stipends to students of the school and move the Presidents of the District Boards to make suitable alteration in the value of the scholarships granted by them so that the rules may be uniform. The school library started last year consists of 150 volumes on various subjects and the reading room 200 books of general interest. Thirteen candidates sat for the Final Examination, of whom 12 secured passes, one of them with distinction.

Chickanahalli Agricultural School.—There were 15 students in the school. Two more students undertaking to pay their own expenses were admitted. The number of scholarships tenable in the school was increased from 10 to 15. It is gratifying to note that the school is growing in popularity. Mr. Munilingayya made a gift of Rs. 250 for a free library for the school.

The scheme of Rural Science Instruction was not developed during the year. Agriculture is taught only in three schools. The question of extending the instruction to more schools and remodelling the course of instruction is under the consideration of Government.

As the class for training teachers in the Hebbal Agricultural School to qualify them to impart instruction in the subject was not opened there owing to want of accommodation, agricultural instruction to teachers was carried on under the supervision of the Department in the Normal School at Mysore. The question of increasing the accommodation in the Hebbal School is under consideration. It is hoped that the scheme for training teachers will be given effect to at least from the beginning of the year 1920-21. Eighteen teachers were under training and all of them were successful in the examination held in June 1919. These teachers underwent a short course in Hebbal in addition to their training in the Mysore Normal School.

The report records appreciable progress in the activities of the Department in all the directions in which work has so far been attempted. Government are pleased to note that the entire staff has worked satisfactorily during the year.

G. O. No. 8000-60—A. & E. 88-19-4, dated 1st March 1920.

CO-OPERATIVE SOCIETIES.

Registrar's Report for 1918-19.

GOVERNMENT REVIEW.

The revision of the subordinate executive staff was given effect to in the year and the number of Inspectors was increased by 3 raising it to 36. Eight of the Inspectors were told off for purely audit work at the rate of one for each district. Particular attention was given to the development of Agricultural and Industrial Co-operation by deputing one Inspector especially for Agricultural Co-operation, one for Industrial Co-operation and one for work in connection with weavers' co-operative societies.

Development of Co-operation.—The total number of co-operative societies in the State increased from 1,097 in 1917-18 to 1,233 in 1918-19. One hundred and forty-five societies were registered during the year and the registration of 9 societies was cancelled. While the majority of the new societies formed during the year were credit societies, it is gratifying to observe that 58 of them consisted of grain banks, stores, agricultural stores and societies for weavers.

The membership in all the societies increased from 81,168 in 1917-18 to 84,425 in 1918-19 or by 4 per cent as against an increase of $8\frac{1}{2}$ per cent in the previous year. The average membership per society fell from 74 in 1917-18 to 68 in 1918-19. The increase in the total membership occurred mostly in the districts of Bangalore, Kolar and Mysore and the decrease in the Tumkur and Hassan Districts.

The total working capital increased from Rs. 65,04,642 in 1917-18 to Rs. 70,98,327 in 1918-19 or by about 9 per cent as against an increase of 13 per cent in the previous year. The membership and working capital have thus not increased in proportion to the numerical increase of the societies. This disproportion has been explained by the Officiating Registrar to be due to the removal from membership of persistent defaulters and to the death of several members during the influenza epidemic. Government hope that the good agricultural prospects of the current year will conduce to a large increase in the membership and the working capital of the societies and enable many of the societies greatly to extend their transactions and improve their stability.

Deposits.—The total amount of deposits outstanding at the end of the year was Rs. 24,16,125 or an increase of 17 per cent over those of the previous year. But it has to be noted here that more than half the total deposits and more than half the increase in total deposits were

in the societies in the Bangalore City and the advance made in this direction cannot therefore be deemed to indicate much progress on the whole. The total amount of deposits in the four districts of Hassan, Shimoga, Kadur and Chitaldrug together hardly comes up to the amount of the deposits in the Tumkur or Mysore District. In the number of societies, in membership, in working capital and also in total transactions these four districts have not come up to the level of the other districts in the State. Now that a special Malnad Circle has been formed under the charge of an Assistant Registrar Government expect the Department to devote special attention to the expansion of the co-operative movement in these districts and show more tangible results in future in the less progressive and economically backward tracts.

Profits made by societies.—The total profits realised during the year under report was Rs. 6,69,063 as against Rs. 6,63,492 in the previous year. There was an increase of nearly Rs. 2 lakhs in the total transactions of the societies in the Bangalore and Kolar Districts, there being a fall in the total transactions in all the other districts amounting to Rupees Three lakhs altogether. A corresponding fall is noticeable both in the number and amount of loans issued as compared with the previous year. The Officiating Registrar attributes the cause of this decrease in the transactions to the greater caution exercised by the societies in the grant of loans. But this does not seem to be a sufficient explanation as the decrease is confined to only about six districts and the percentage of loans granted on personal security shows an increase. The transactions during the current year should be watched carefully and the real cause of such fluctuations ascertained.

Societies for depressed classes.—The benefits of co-operation are being gradually extended to the depressed classes by the formation of new societies and by the admission of these classes to the membership of existing societies. The number of societies for depressed classes increased from 16 to 22 during the year.

Assistance Rendered by Co-operative Societies in matters of local improvement.

A large number of societies evinced great interest in stimulating several useful developments in the localities in which they are situated and attending to their general well-being. To facilitate the supply of food-stuffs and kerosine oil of which there was a shortage and to help the suffering classes, Government in their Order No. 11604-15—E. C. 105-18-4, dated the 27th May 1919, sanctioned a scheme for the distribution of food grains and kerosine oil through co-operative societies and the societies were allowed reasonable credit not exceeding Rs. 1,000 in the case of urban societies and Rs. 500 in the case of rural societies to enable them to carry on such transactions. Several co-operative societies took an active part in the sale of food grains to members and non-members alike. It is gratifying to note that by these efforts the societies that undertook this work were able to relieve

the situation to a great extent. During the last outbreak of epidemic Influenza the Managing Committee members of several societies in large towns and villages readily came forward to help the people by distributing food and medicine.

Economic condition of members.

The investigation of the economic condition of members of co-operative societies was taken up about three years ago. The results so far obtained are not conclusive. In previous enquiries it was found that the indebtedness of members of co-operative societies was divided more or less equally between co-operative societies and money-lenders but the investigations made with respect to 90 societies during the year show that the amount due to money lenders far exceeds the amount due to the co-operative societies. Making allowance for difference in local conditions and other factors likely to influence these classes it is necessary to proceed with the enquiry in a more systematic and scientific manner and ascertain definitely the progress made by the co-operative movement in reducing indebtedness tending materially to drain the resources of the people and improving their economic condition. The Registrar is requested to arrange to hold a special investigation with this object and submit a detailed report on the subject.

Co-operative Banking.

The Bangalore Central Co-operative Bank and the Mysore Provincial Co-operative Bank continued to be the two principal central financing institutions in the State, and work in both was efficient throughout.

In order to make the Federal Banking Unions more useful by extending their activities to a larger area such as a district, the Unions in Tumkur, Hassan and Chikmagalur are proposed to be converted into District Banks and fresh banks opened in Bangalore, Kolar and Chitaldrug. The Registrar is requested to report the results of the action taken by him in the matter.

Agricultural and Industrial Co-operation.

The number of Agricultural societies is reported to have increased from 926 to 1,030 during the year, though their membership decreased from 48,836 to 47,860 and their working capital from Rs. 24,80,062 to Rs. 23,82,957. Considering, however, that though dealing with agricultural classes most of these societies confined their operations to credit, it is not correct to class them as Agricultural societies which designation should be properly applied to societies dealing with Agricultural Co-operation. The number of stores societies increased from 27 to 39 during the year and their membership from 7,860 to 9,000. The value of articles purchased during the year amounted to Rs. 5.80 lakhs and the value of articles sold to Rs. 5.72 lakhs as against 1.94 and 2.95 lakhs in the previous year. The number of agricultural and industrial co-operative societies rose from 43 to 72. The

Registrar reports that notwithstanding the special efforts made during the year to develop these forms of co-operation it was not found possible to make substantial results owing to the abnormal conditions which prevailed throughout the year.

The question of introducing a scheme of agricultural co-operation by transferring the work of sale of ploughs, seed, manures, etc., to co-operative societies is under consideration. Out of Sericulturists' societies on the rolls only one devoted itself during the year to the supply of disease-free silk worm-eggs to its members, the rest being engaged in Banking business. It is unfortunate that none of the jaggory-making co-operative societies proved successful, one of the main causes being the inability of the members to make satisfactory arrangements for the adequate supply of sugar-cane. The lacquerware society at Channapatna earned a net profit of Rs. 186 during the year. The Sagar Gudigars' Co-operative Society showed considerable progress and won a gold medal in the Exhibition of the year before last. The Jewellers' Society at Bangalore exhibited some fine specimens of jewellery and won a gold medal. Towards the close of the year a Brass Workers' Society at Nagamangala and a Cobblers' Society at Tarikere were organised and their work will be watched with interest. The Registrar is requested to submit proposals to secure more rapid progress in the development of Industrial Co-operation in consultation with the Director of Industries and Commerce.

Disposal of suits and Audit of accounts.

At the beginning of the year there were 992 suits pending and during the year 869 suits were entertained making up a total number of 1,861 suits for disposal as against 1,643 suits in the previous year. The Registrar reports that out of these, 1,003 suits were disposed of as against 642 of the previous year. Notwithstanding the satisfactory progress made in the disposal of the suits during the year as compared with the result of previous years, there are still 255 suits pending for more than 6 months and 97 for more than a year of which 220 are said to be pending with arbitrators. Special efforts should be made to dispose of those long pending suits without delay and to see that no suit is kept pending for more than six months on any account either with the arbitrators or the Registrar or his Assistants.

The number of decrees pending execution with the Deputy Commissioners at the beginning of the year was 374 and 557 more were sent to them during the course of the year, thus making a total of 931 decrees. Out of these only 53 were executed during the year leaving 878 pending at the end of the year. The delay on the part of the Revenue officers in the execution of these decrees is regrettable. The Registrar is requested to submit a statement showing the number of decrees pending in each district with particulars of their duration. The Revenue Commissioner will be requested to investigate the cause of delay and submit proposals for ensuring the prompt and speedy execution of the decrees.

The accounts of the societies are audited mostly by official agency.

A staff of 8 Inspectors was deputed exclusively for audit work from 1st January 1919 and 720 societies were audited during the year. The inspecting staff inspected 920 societies, and test audited the accounts of 688 societies. The Federal Bank Unions audited the accounts of 150 societies and the Central Banking Institutions the accounts of 128 societies affiliated to them.

Important events.

The 8th Mysore Provincial Co-operative Conference was held in Mysore during Dasara of 1918, and 7 District and 60 Taluk Co-operative conferences were held during the year in connection with the district and taluk conferences. A system of prizes in the form of shields graciously presented by His Highness the Yuvaraja were instituted with a view to provide an incentive for co-operative work. Ten such prizes were awarded during the year, one to the best industrial society and one to the best agricultural society in the State, and the remaining 8 to the best credit societies in each of the 8 districts.

Articles manufactured by the members of 35 industrial and agricultural co-operative societies in the State were exhibited in the Dasara Industrial and Agricultural Exhibition held during the year. Three gold and 4 silver medals were awarded for the exhibits.

In view of the critical condition of the weavers in Bangalore City, Government arranged for a cash-credit of Rs. 50,000 to the Bangalore City Weavers' Society from the Mysore Bank, Limited. Government are very pleased to learn that this arrangement has conduced to remarkable improvement in the work of this society as also of another society to which the same concessions were extended.

On the recommendations of the Committee presided over by Sir Alfred Chatterton appointed to suggest measures for the amelioration of the condition of weavers, special measures were adopted during the year to assist weavers. Twenty Weavers' Societies were remodelled and 14 societies started during the year. These are reported to have worked well. The Registrar is requested to take immediate steps to appoint a trained Inspector and to utilise the facilities offered by Government for financing these societies and to pay special attention to organise and place on a proper working basis a sufficient number of such societies in the most important weaving centres in the State.

Government are glad to note that all the Honorary Supervisors are reported to have worked with zeal, and desire that their appreciation should be conveyed to them for their earnest and willing help in furthering the co-operative movement in the State.

Concluding Remarks.

Considering the unfavourable conditions of the year under report, Government are glad to observe that the work of the Department has been on the whole satisfactory. There is, however, a great deal of work to be done still particularly in the organisation of Agricultural and Industrial Co-operative Societies, in respect of which very little progress has so far been made. The development of

co-operation in the Malnad and other backward areas in the State, requires also particular and persistent attention. Now that the staff of the department has been strengthened by the addition of 2 Assistant Registrars and an increase in the number of Inspectors, Government trust that it should be possible for the Department to devote greater attention to these features of co-operation and also to consolidate the work undertaken by the Department in other directions.

G. O. No. 8061-120—E. C. 75-19-7, dated 1st March 1920.

Agricultural Banks.

REVIEW ON THE REPORT FOR 1918-19.

The only banks which were in working order at the end of the year were those at Palhalli and Hongenahalli and both of them have done a fair amount of business during the year.

During the year under review the bank at Issor in the Shikarpur Taluk went into voluntary liquidation and its small surplus amount was utilised with the approval of Government for the purpose of supplying books to poor students.

Forty-three co-operative societies have been started till now in places where the Agricultural Banks existed. Three of these societies were started during the year at Thyamagondlu, Aradesahalli and Sargur.

The collection of arrears due by some of the defunct banks to Government continues to be unsatisfactory. The arrears are as usual heavy in the Bangalore and Mysore Districts. The poor collection during the year is attributed to the prevalence of influenza and the unfavourable seasonal conditions. It is hoped that there will be appreciable improvement in the matter of the collection of arrears during the current year.

G. O. No. 5711-22—E. C. 70-19-3, dated 2nd January 1920.

INDUSTRIES AND COMMERCE.

Department of Industries.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

Important orders passed during the year.—The various forms of State-aid in force, were again examined by Government and with the object of systematising financial assistance to industries and also to ensure a steady and continuous supply of capital for concerns pioneered by Government, they have since passed orders constituting two separate funds called the Industrial Investment and the Industrial Development Funds respectively. The former will be utilised in pioneering industries of an assuredly paying character while the latter will provide means for carrying on experimental and other developmental work. The question of appointing a definite agency for the administration of these Funds is now under consideration.

The Director has also been requested to report, once every year, the financial condition of all concerns in which Government have a large interest or are in receipt of considerable Government aid. The reports for the last year since received from the Director are under consideration.

A scheme for the periodical auditing of the accounts of all concerns under the management and control of the Department by an Expert Account staff has been sanctioned.

An Expert Committee appointed by Government with Mr. (now Sir) Alfred Chatterton as Chairman, went fully into the question of improving the condition of handloom weavers in the State in connection with the disorganisation of the handloom weaving industry that ensued soon after the outbreak of the War, and on the recommendations of the Committee, special arrangements were made for financing co-operative societies of handloom weavers and to market their output. The results are reported to have been very successful.

Government have sanctioned certain proposals of the Director of Industries and Commerce, for extending the benefits of the Provident Fund to a section of the employees of the Central Industrial Workshops.

With a view to ensuring continuous attention being paid to the development of chemical and allied industries, Government sanctioned the formation of a Board of Chemical Research and Scientific Advice. The Board is at present engaged in investigating the possibilities of the manufacture of sulphuric acid, of alkali by the electrolytic process, etc.

Industrial concerns controlled by the Department.

Proposals were received from the Director, for the expansion of work in the several concerns under the control of the Department and these have been sanctioned in many cases. With the termination of the War and the return of trade to normal conditions, it is hoped that the requisite machinery and supplies of raw materials will become available to the necessary extent, to admit of the further development of the factories and the speedy attainment of satisfactory commercial results in each case. The question of handing over to private agency such of the concerns as have so far worked successfully is also engaging the attention of the Government. The profit and loss statements of the concerns received from the Director are being verified and will be reviewed separately.

(a) *Central Industrial Workshops*.—The staff of the Central Industrial Workshops was reorganised during the year. The Workshops and Central Industrial Stores were formed into one unit. The Instrument and Fine Art Sections were transferred to the Metal Factory.

Additions to the building were made, and additional machinery installed at a cost of Rs. 30,000 in the course of the year. The manufacture of several useful machines such as oil filter presses, button lathes, essential oil stills, wool spinning mills and carding machines, a complete soap plant, hand and centrifugal pumps, etc., was undertaken and completed during the year. The Workshop proved of great service to private people during the year as regards execution of repairs for machinery, supply of spare parts to owners of power installations and the supply of agricultural implements to the Agricultural Department. Steps were also taken to increase the output. The output for the year was Rs. 1,10,624 yielding a gross profit of Rs. 30,771-3-5.

(b) *District Workshops*.—The Shimoga District Workshop was completed during the year and put into working order. Arrangements are being made to start similar workshops in the Kolar, Tumkur and Chitaldrug Districts.

(c) *Soap Factory*.—Proposals for the expansion of the Soap Factory by the duplication of the present plant and addition of mill rollers and a glycerine recovery plant, were sanctioned by Government. The Soap Factory which confined its attention to the manufacture of washing soaps only, also undertook from October 1918, the manufacture of several varieties of toilet soaps which have become very popular, the demand for them at present greatly exceeding the supply. The washing soaps too are steadily gaining in popularity. The total value of soaps manufactured till the end of June 1919 is Rs. 90,000 and it is reported that the output of the Factory when developed as proposed, will be about five lakhs of rupees a year.

(d) *Metal Factory*.—The Factory commenced working in August 1918, but work was considerably retarded on account of the prevalence of influenza in the City. The value of the total output till the end of June 1919 was Rs. 37,613-12-7. Of this, articles of the

value of Rs. 35,000 have been sold. The demand for the brass ware manufactured has been very keen. It is proposed to undertake the manufacture of copper and aluminium ware also in the near future. In the Instrument Section which was transferred to the Metal Factory from the Central Industrial Workshops, about Rs. 20,000 worth of scientific instruments and other articles such as brass locks, fittings, electric lamps, etc., were manufactured. A system of supplying the local artisans with scrap, as also with designs for the manufacture of articles of special quality, was introduced and worked with some success. The further utilisation of the scrap, available in large quantities, is engaging the attention of the Department.

(e) *Weaving Factory*.—The working of the Weaving Factory was carried on on the lines indicated by the Government in their review of the report of the Department for 1917-18 and also in their Order No. 523-8—I and C 47-16-22, dated the 17th July 1918, sanctioning the Director's proposals for the reorganisation of the Factory.

Owing to the outbreak of Influenza and other fluctuations in the yarn market, the Factory was able to turn out goods to the value of Rs. 43,731-2-6 only consisting of coating silks, mixed cotton and silk sarees, lace-bordered sarees and dhoties. Most of the finished goods are reported to have found a ready sale.

Demonstration work in the districts was continued, though the staff is still stated to be inadequate. 644 fly shuttle looms were sold during the year for Rs. 9,917-12-11. A training class for demonstrators was opened with 13 students, of whom 9 are reported to have successfully undergone the course of training. 51 apprentices were also trained in the Factory. The total sales amounted to Rs. 45,639-12-11. A survey of the existing condition of handloom weaving in 118 villages was also conducted. The question of increasing the production and raising the efficiency of the workers is reported to be engaging the attention of the Department and better results are anticipated in the coming year.

Among the items of original work attempted in the Factory may be specially mentioned the designing of silk-twisting and winding machines and a new type of warping mill. The working of these was demonstrated at the Dasara Exhibition. New designs were introduced into the manufacture of cloths such as lace-bordered silk sarees, plain coating silks, mixed silk cotton sarees, etc. A textile Museum is being organised in connection with the sales depot.

(f) *Army Blankets*.—The supply of army blankets to the Indian Munitions Board continued till February 1919. In all 30,755 blankets were manufactured and of these 28,743 were supplied to the Indian Munitions Board and 2,012 were held over as being not up to standard and sold locally. The departure thus introduced of the Department directly assisting the kumbli weavers is stated to have given considerable impetus to the indigenous woollen weaving industry in several important centres in the districts. The Director is requested to submit a detailed report as regards the ultimate financial results of the arrangements made by the Department to supply blankets. Good rugs are being manufactured at the Hunsur Factory

which is placed under the control of the Weaving Department. The question of developing the woollen industry in the State is engaging the attention of the Department.

(g) *The Button Factory*.—The Factory having passed the experimental stage and the possibility of the manufacture of buttons on a commercial scale been demonstrated, the transfer of the same to private agency was sanctioned by Government, in their Order No. 12134-6—I and C 197-18-9, dated the 18th June 1919, finished and unfinished buttons of the value of Rs. 2,200 and Rs. 800 respectively, were manufactured during the year. A Comb Cutting Machine for working with wood, ivory and bone was also designed.

(h) *Sugarcane Mills*.—The Department worked only two mills during the year, viz., at Agram and Hudi.

The plant at Channarayapatna was completed during the year but could not be worked as no cane was available. The Agram Mill worked 90 days both day and night, manufactured 3,826 maunds of Jaggery and 3,130½ maunds of brown sugar. The system of work adopted was a combination of steam evaporation and open pan concentration. The Hudi Mill was handed over to Mr. Guruvareddy, the services of a mechanic being placed at his disposal. The cane crop being poor, only 3,000 maunds of jaggery could be made. The working expenses in all the concerns, however, were very high owing to the high cost of fuel and the results on the commercial side were all aspects considered not satisfactory. The Director is of opinion that if a sufficiently large quantity of fuel in addition to the megasse is used, the results will be satisfactory and that the plants can be worked with considerable profit. With this view, he suggests that a place should be selected where fuel could be had at not more than Rs. 5 a ton.

It is apparent that the experiments so far conducted are not conclusive and that the success of these installations is still problematical. The question requires continued attention, especially, in the light of the evidence of experts that is now being collected by the Indian Sugar Committee. The Director is requested to complete all necessary investigations as to the suitability of the processes now adopted and the types of mills and pans now in use during the coming sugarcane season and to endeavour to reach some final solution of the problem which has been under the investigation of the Department for a period of more than 7 years.

(i) *Arts and Crafts Depot and Workshop*.—There was a great demand for the articles manufactured in the Fine Arts Workshops. Finished goods to the value of Rs. 7,000 were turned out during the year. The system of employing master artisans is reported to have proved a success and a number of men and boys are being trained by them. It would have been interesting if some more definite information as to the number of persons trained and under training and also as to how the former are employed had been incorporated in the report. It is stated that owing to the removal of the embargo on shipping, the sales of the Arts and Crafts Depot amounted to Rs. 28,397-5-2 showing an increase of Rs. 11,052-1-10 over the proceeds of last year.

Investigations into the possibilities of new Industries.

(a) *Manufacture of straw boards.*—Experiments begun in the previous year regarding the manufacture of straw boards having proved the suitability of the raw material available for the purpose, further experiments were stopped and the question of affording facilities to private enterprise to start the industry on a commercial basis by obtaining complete designs and estimates for machinery required and making the information available to persons interested in the industry is engaging the attention of the Special Forest Officer.

Investigations into the manufacture of paper pulp and paper and improvement of the cultivation of lac continue to receive the attention of the Special Forest Officer.

(b) *Porcelain Industry.*—Mr. S. Deb, Ceramic Expert, Calcutta, visited certain kaolin deposits in the Bangalore District and after conducting preliminary experiments, has expressed the opinion that a Porcelain Factory may be established in the State as a paying concern. He has also undertaken to prepare a scheme for starting such a factory.

(c) *Glass manufacture.*—Investigations are also being conducted by the Industrial Geologist in connection with glass manufacture from local materials. Some experiments in this direction were carried on in the Talegeon glass works which have given satisfactory results.

(d) *Leather Industry.*—The Leather Expert began work in December 1918 in connection with the leather industry. A small scheme for the manufacture of 1,000 chamois skins was sanctioned during the year. As the Expert resigned, however, before practical action could be taken on any of his proposals very little progress could be made in any of the branches of this industry. The question of improving the leather industry for the development of which there is great scope, owing to the facilities that exist in respect of the supply of raw hides and skins and tanning materials in the State which are now exported on a large scale, and the advantageous position created for the industry by the duty levied on exported raw hides, deserves the special attention of the Department. The Director is requested to take steps to deal with this subject in a comprehensive manner and to submit proposals as to how the industry may be developed to the fullest extent possible in its various branches.

(e) *Essential Oil manufacture.*—Experiments for distilling oil from raw materials, such as cardamom, camphor leaves, cinnamon leaf, rosha grass, vetivert, etc., were also taken on hand. To stimulate the development of this industry, Government have offered certain concessions to a local syndicate, which has undertaken to start a factory for the purpose.

(f) *Oil Mills.*—It is reported that attempts made for the extraction of oil from copra by means of the Anderson Oil Expeller, have proved successful and that the two private presses at Davangere and Bangalore are now engaged in this work.

The Home Industries Institutes.—The Institutes at Mysore and Bangalore Cities were transferred to the control of the Department

from that of the Education Committee of the Economic Conference with effect from the 1st April 1919 and the work of registering home-workers, issuing raw materials to them and collecting and marketing of finished goods was continued. The proposals of the Director about placing the Institutes on a better working basis are under consideration.

Industrial Museum.—The Museum which is located in the machinery shed of the Dasara Exhibition, has received some accretions of machinery manufactured in the Central Industrial Workshops. It is reported to have attracted a large number of visitors and elicited many enquiries. A complete descriptive catalogue of the machinery on view, appears necessary and should be undertaken at an early date.

Financial and other assistance to people to start new industries and improve existing ones.—The number of loan applications pending at the end of 1917-18 was 20. 49 applications amounting to Rs. 2,63,250 were received during the year. Of these, 29 for Rs. 1,27,000 were sanctioned including 2 large loans of Rs. 20,000 and 10,000 for the establishment of two rice mills at Mysore and Hole-Narsipur. 24 applications were rejected or withdrawn and 16 were pending at the close of the year. The Department also helped private owners in the erection of 17 power installations, an Anderson Oil Expeller at Davangere and 3 rice mills at Kolar, Krishnarajapete and Channarayapatna being among them. It has to be observed however that the amount of loans outstanding, is very large and there is evidence of a tendency for the arrears to increase from quarter to quarter. The Director is requested to attach a statement in future to the report showing the arrears due, classified according to the years to which they relate, the amount recovered and that outstanding similarly classified. The Industrial Audit Section of the Comptroller's Office should be requested to examine the accounts relating to the grant of loans and to prepare a final statement of outstandings before the end of March next. Special measures should be immediately adopted for the recovery of all arrears outstanding for long periods and to enforce recovery punctually on the due dates.

Industries which have received financial aid on a large scale from Government.—The work of the Mysore Tannery showed considerable improvement and the Directors were able to declare a good dividend as a result of the year's working. The Mysore Pharmaceuticals, Limited and the Art Litho Press are also reported as doing good work. The Mysore Economic Union has not been able to complete the installation of machinery or to make suitable arrangement for the steady supply of funds required as working capital. The Director is requested to see that this concern which has received considerable financial assistance from Government, starts work without further loss of time and to take necessary steps to safeguard the interests of Government. The Tirthahalli Tile Factory has just started working as also the Aryan Hosiery Factory, but both these factories require greater attention at the hands of the Department.

Work of the Commercial Section.—During the major portion of the year, the officers in charge of the Commercial Section were fully

occupied with work in connection with food control. It was not possible to take up more than a few items of the work as laid down in the programme of work for the Section.

(a) *Collection and Publication of Statistics*.—The following statistical publications were taken on hand during the year of which the second and third have been published for general information :—

- (i) Review of the trade statistics passing across the Oorkads for nine months ending June 1919.
- (ii) Review of railborne trade for 1917-18.
- (iii) General level of present prices of 54 commodities as compared with the prices that prevailed in July 1914.

(b) *Bureau of Commercial Information*.—The Bureau of Commercial Information is reported to be doing good work in answering enquiries from the merchants within the State and putting them in touch with commercial conditions outside. The services of the Commercial Correspondents at Madras and Bombay were fully availed of in this connection. The Library attached to the Museum is being made use of by merchants. It has since been converted into a lending library.

(c) *The Commercial Museum*.—The Museum which was till recently located in a portion of the Exhibition Buildings, has since been removed to a rented building in the business centre of the Mysore City. Large additions were made to the exhibits by the purchase of samples from Japan, Burma, etc. The Museum has not however, made its influence yet felt and its development into a popular and useful institution should engage the special attention of the Deputy Director of Commerce in the current year.

Government wish to take this opportunity of reiterating that the scope for rendering useful assistance to merchants and for promoting commercial development in the State by means of the Commercial section is considerable and the officers concerned will be expected during the current year to complete the organisation of the Section and to show substantial progress in dealing with some of the important problems relating to the trade and commerce of the State, that demand their continuous attention.

Conclusion.

Government are pleased to observe that the Department has done useful work during the year and that it deserves credit for what has been achieved in the face of the difficulties that had to be contended against. The thanks of Government are due to the Director Mr. V. Rangaswamy Iyengar, for the initiative he has taken in several important directions and the interest he has shown in developing industries in the State.

The work of the Department and the number of new problems to be solved in future are likely to grow in complexity and will demand from the staff not only their utmost exertions but a capacity to grapple with new conditions and to undertake large investigations and schemes. The working of many of the concerns already started is in

urgent need of improvement. Particular attention has to be paid to the business side of each concern. The Department will be called upon to take up in a larger measure in future the functions of supplying technical advice, assistance and information to the public. The Director is requested to keep these objects in view in organising the work of the Department and selecting his staff, training and employing the men in a manner calculated to achieve these results.

G. O. No. 7000-63—I. & C. 168-19-4, dated 29th January 1920.

Establishment of a Furniture Factory in the State.

CONCESSIONS BY GOVERNMENT.

Mr. P. A. Barton of Messrs. Barton Son & Co., Bangalore, has made the following proposals for raising the capital required for the concern :—

- (i) That the nominal capital of the concern to be started be fixed at Rs. 4 lakhs, the initial working capital being Rs. 2 lakhs half of which will be subscribed at once.
- (ii) That he be permitted to raise the initial capital required without the restriction originally imposed upon, *viz.*, that the capital should be found within the State, provided every opportunity is afforded to Mysoreans who come in, and
- (iii) That when the factory is established as a sound business undertaking it be converted into a limited liability Company with a capital of 4 lakhs, the new shares being offered to the people of Mysore State in the first instance.

The Industries and Commerce Committee have approved of the scheme as detailed above and recommended the grant of the following concessions to the factory to be started :—

- (a) A site on special terms at Yesawantapur or anywhere else as may be indicated.
- (b) Assistance to lay a Railway siding.
- (c) Supply of electric power at special concession rates.
- (d) Including the name of the firm in the list of firms from which Government purchases are generally made.
- (e) Exemption from the payment of income tax for the first ten years in the event of its introduction into the State.

Government are pleased to approve of the recommendations of the Industries and Commerce Committee subject to following modifications :—

- (i) No exemption from the payment of income tax or other taxes can be given.

- (ii) An assurance will be given to the Syndicate that provided rates are reasonable and workmanship is of the required standard, orders for a portion of the furniture required by Government from time to time will be placed with the firm.
- (iii) The site for the Factory will be granted at actual cost of acquisition subject to resumption at the option of Government on payment of the price for which the land was sold to the Factory, whenever it ceases to be utilised for the purposes of a furniture factory.

These concessions are subject to the condition that the capital is raised and the factory started within one year from the date of the order.

No orders can be passed now on the question of assistance for laying a railway siding and the supply of electric power at concession rates, which may be brought up before the departments concerned after the factory comes into existence to be dealt with under the rules.

The progress made to bring the undertaking into operation may be reported to Government by the end of December 1919.

G. O. No. 4786-846—I. & C. 285-18-5, dated 5th December 1919.

Joint Stock Companies.

OFFICIAL DIRECTORS PROHIBITED FROM RETAINING REMUNERATION FOR SERVICES RENDERED BY THEM.

After a careful consideration of all the aspects of the case, Government consider that it is not desirable to permit Government officers appointed as Directors of commercial concerns in their official capacity to retain fees paid by such concerns instead of crediting the amount to the Treasury. They are therefore pleased to direct that the above rule should be applied rigidly and that no exceptions should be made. Officers on whom such duties are cast will be expected to give them the same attention that they have got to give to their ordinary duties.

G. O. No. 7501-65—I. & C. 197-19-2, dated 13th February 1920.

ECONOMIC CONFERENCE.

The Economic Development Board.

SUBSIDIARY INSTRUCTIONS REGARDING FUTURE WORK.

The following subsidiary instructions are issued regarding the conduct of work of the several agencies of the Conference, preparation of programmes, Budget, powers of expenditure and co-ordination of work between the several Boards and the Departments of Government.

Economic Development Board.

Meetings.—The Board will meet once in four months, ordinarily on the last Saturday of the month. At least two-fifths of the members should be present to form a quorum. The notice of meeting and agenda will be circulated so as to reach the members at least one week before the date of the meeting.

Work of the Board.—The Board will, in addition to settling programmes of work, reviewing progress of work of the several agencies and considering recommendations and schemes that may be sent up by the Central Boards and City Municipal Councils, arrange for the conduct of work relating to the annual Conference. Such of the recommendations of the Central Boards as require consideration by the Economic Development Board will be placed before it at one of the meetings of the Board under the orders of the President.

Central Boards

Meetings.—The Central Boards will meet at least once in two months, ordinarily on the third Saturday of the month. Two-fifths of the members should be present to form a quorum. Notice of each meeting and agenda should be circulated to the members so as to reach them at least one week before the date of the meeting, copies thereof being simultaneously forwarded to the Economic Development Board for information. Urgent subjects not included in the agenda may be taken up with the approval of the Chairman.

Programme.—A programme of work for the year will be prepared by the Boards concerned and forwarded to the Secretary, Economic Development Board, about the 10th May previous for approval by the General Conference.

Sub-Committees.—At the first meeting of the Boards for the year, the Boards will select the most outstanding subjects in the programme for consideration during the half-year and constitute sub-committees for working out the same. These sub-committees may meet as

often as may be necessary. The programme will be further examined to select important items of work for the second half-year. Whenever a subject is referred to a sub-committee a time limit should always be fixed for sending up its recommendations.

Conduct of work.—Ordinarily all work of the Board will be transacted at a meeting or meetings of the Board. But in urgent cases the papers may be circulated to the members and the recommendations for decision of the Board recorded on receipt of the views of the members.

The Chairmen of the Boards may also constitute a standing sub-committee of the Board for the consideration and disposal of urgent questions of importance which cannot wait till a meeting of the Board is convened in the usual course, such as applications for financial aid by private bodies, committees or individuals, etc. The recommendations of such standing sub-committee should be submitted to the Economic Development Board without delay for final orders, the same being placed before the next subsequent meeting of the Board for their information.

A typed copy of the proceedings of each meeting should be sent to the Economic Development Board not later than a week after each meeting is held and arrangements made to circulate printed copies as early as practicable. Such of the resolutions on which orders of Government are required or action has to be taken by other Departments should be forwarded to the Secretary, Economic Development Board with definite recommendations in each case as to the action proposed to be taken thereon.

Establishment.—The disciplinary control of the establishment of the Boards will vest with the Chairmen, who will also have power to entertain additional temporary staff whenever considered necessary subject to conditions laid down in para 7 of Government Order No. 514-66--E. C. 15-19-1, dated 12th July 1919. In all other cases recommendations affecting establishments will be made to the Economic Development Board in the first instance.

Expenditure.—A monthly statement of expenditure incurred by the Boards will be sent to the Economic Development Board by the 10th of the month following for being placed before the Board.

Budget.—An estimate of the requirements of the Boards will be prepared and sent to the Economic Development Board by the 25th February so that a consolidated preliminary estimate of the requirements of the whole department subject to the approval of the annual Conference may be submitted to Government in time.

Annual Report.—The Boards will forward to the Economic Development Board their reports of work done during the year by the 15th May for being placed before the annual Conference.

District Boards.

Meetings.—Meetings of the sub-committees of the Board will be held once at least every month. Two-fifths of the members should be present to form the quorum.

Programme.—The District Boards will also work in accordance with a programme on the lines of that of the Central Boards with special reference however to local wants. The programme should be prepared in time for being placed before the annual Conference for consideration and suggestions.

Conduct of work.—At each meeting of the Board the work done by the sub-committees and the several Taluk Boards and Town Municipal Councils should be reviewed. The general procedure of the District Boards in accordance with the rules in force will also be applied with regard to the recommendations coming before the District Boards from the three sub-committees and such of the resolutions on which orders of Government are necessary will be forwarded to the Central Board concerned with definite recommendations as to the action proposed to be taken thereon. Recommendations of a general nature which do not relate to the work of any individual Central Board will be submitted to the Economic Development Board. A copy of the proceedings of the District Boards so far as it relates to the work of economic development together with a brief summary of the proceedings of the Taluk Boards should be forwarded to the Central Boards as well as to the Economic Development Board within one week after the meetings are held.

Expenditure.—A monthly statement of expenditure incurred by the Boards will be forwarded to the Economic Development Board within the 10th of the following month.

Budget.—The Budget estimates of the Board will be forwarded to the Economic Development Board by the 20th February.

Powers of the Presidents of the District Boards.—The Presidents of District Boards will have full discretion to incur expenditure within the budget grants on schemes approved by the Board. Questions relating to the entertainment of additional establishments or similar recurring charges will be submitted for sanction to the Economic Development Board.

Annual Reports.—A report of work done by the District Boards will be forwarded to the Central Boards and the Economic Development Board by the 1st May.

Taluk Boards and Town Municipal Councils.

As regards meetings and conduct of work of the Taluk Boards and Town Municipal Councils and their sub-committees the same procedure will, *mutatis mutandis*, be followed as is prescribed for the District Boards.

G. O. No. 6101-65—E. C. 15-19-63, dated 12th January 1920.

GEOLOGY.

Report of the Department for 1918-19.

GOVERNMENT REVIEW.

The Department continued to devote special attention to mineral exploration and survey work and to investigations connected with the development of mineral industries.

Government in their Order No. G. 6231-33—Geol. 6-17-18, dated the 25th September 1918, formed a committee consisting of the Director, Department of Mines and Geology, the Director of Industries and Commerce, the Chief Secretary to Government and the Secretary to the Economic Conference to study the question of mineral exploitation in the State and to submit proposals in regard to the policy to be adopted for the disposal of applications for mineral licenses, leases and concessions. The report of the committee has since been received and is under the consideration of Government.

With a view to encourage local work in iron industry, rules have been passed for yearly permits for the removal of iron ore for local use from specified areas being issued by Deputy Commissioners in consultation with the Department of Mines and Geology.

Certain areas of Kaolin deposits in Bangalore, Hoskote and Anekal Taluks have been reserved for a period of two years for purposes of investigation by the Department of Industries and Commerce.

An annual inspection for the first time of the accounts of the Mining Companies on the Kolar Gold Fields under clause 17 of the agreements on behalf of Government was ordered to be held with the concurrence of the Directors of the Companies.

The total area held under mining leases and prospecting licenses during the year 1918-19 was 75,770 acres and the rents received thereunder amounted to Rs. 14,905½.

Gold Mining.

As in the previous year, 5 mines on the Kolar Gold Field, *viz.*, Mysore, Champion, Ooregum, Nundrydroog and Balaghat produced gold and no work was done on gold blocks outside the Kolar Gold Field area.

The total output of bar gold during 1918-19 was 487,484 ounces of an approximate value of Rs. 2,59,01,053 compared with 524,264 ounces of the value of Rs. 3,01,45,365 in 1917-18, showing a decrease of 36,780 ounces in output and Rs. 4,244,312 in value. The total amount of royalty payable to Government is approximately Rs. 14,54,285 against Rs. 17,23,943 in the previous year.

Manganese.

Two mining leases and 16 prospecting licenses were current during the year as against 2 mining leases and 20 prospecting licenses in the previous year. The quantities of ore collected and exported were 22,472·64 and 1,476·68 tons respectively as against 31,331 and 7,259 tons in the previous year. The royalty payable to Government on the ore removed is Rs. 922-14-10 against Rs. 4,537 in the previous year.

Chrome.

Four mining leases and 15 prospecting licenses were current during the year as against 4 mining leases and 9 prospecting licenses in the previous year. There was increased activity in the exploitation of this mineral during the year on account of a large demand for the ore for war purposes. The quantities of ore collected and exported were 58,494 and 18,945·66 tons respectively as against 12,443 and 8,359 tons in the previous year. The bulk of ore raised was obtained from two blocks in the Hassan District. The royalty payable to Government on the ore exported is Rs. 15,153 as against Rs. 6,006 in the previous year.

Magnesite.

Four mining leases and 8 prospecting licenses were current during the year. The quantities of ore collected and exported were 2,426 and 2,484 tons, respectively, as against 50 and 1,917 in the previous year. The royalty payable to Government is Rs. 1,552 as against Rs. 1,198 in the preceding year.

Kaolin.

Eight prospecting licenses were current for Kaolin during the year as against 9 in the previous year. The quantities of the material collected and removed for purposes of local manufacture were 2,046 and 1,841 tons respectively against 2,072 and 1,664 tons in the previous year.

Prospecting and Economic enquiries.

A number of investigations was carried on in connection with the possibilities of developing mineral industries in the State and a sum of Rs. 5,000 was placed at the disposal of the Department, for work connected with earth soda, graphite and limestone deposits.

Graphite.

Examination of the material obtained from the graphite deposits near Ganacharpur in the Bowringpet Taluk, which was investigated by the Department, showed that the graphite was not suited for any high class work. Some graphite deposits near Chettnahalli, Mysore Taluk, yielded material containing a high percentage of carbon but the quantity available is reported to be comparatively small. Prospecting for graphite was also done at Saragur in the Heggaddevankote

Taluk and a preliminary examination of certain areas in the Koratagere Sub-Taluk was also made.

Limestone.

An investigation of the limestones and dolomites of the Voblapur area in the Tumkur District was conducted during the year. A large scale map was prepared showing the distribution of these minerals and further samples were obtained for analyses.

Clay.

Investigations were continued round about Banasandra and Voblapur in the Tumkur District locating deposits of clay suitable for the manufacture of cement and samples were awaiting analysis.

Iron Ore.

The further prospecting of the Kemmangundi Iron Ore deposits in the Kadur District in connection with the Iron Scheme was carried on during the year. The arrangements for the development of the mines and the transport of the iron ore were discussed and approved. The proposal regarding an aerial ropeway for getting the ore from the mines to the bottom of the hills was approved by the Board of Management. The various classes of ore met with in the course of prospecting operations were regularly stacked and sampled. Of the 40 samples taken, a few were analysed and the results of the remainder are awaited.

Manufacture of Glass.

Samples of cyanide sand from the Kolar Gold Field were sent to England for testing their suitability for glass making. Certain samples of Mysore sands were also tested at the Talegaon Glass Factory and the reports received showed that they produced a good quality of bottle glass but were not fit for superior glassware owing to the presence therein of too much of iron.

Asbestos.

An attempt to start an asbestos industry on a large scale is being made by Mr. M. L. Vardhamaniah, Merchant, Mysore City, who has been granted, on certain conditions, monopoly for a period of five years in respect of all available asbestos blocks in the Mysore and Hassan Districts.

Other enquiries.

Preliminary examinations were made of certain areas in the Koratagere Sub-Taluk for pyrites and corundum and indications of the occurrences of iron ore, corundum, magnesite, steatite and kankar were also noticed in certain areas in the Heggaddevankote Taluk.

G. O. No. G. 14282-4—Geol. 38-19-5, dated 22nd December 1919.

PUBLIC WORKS.

Krishnarajasagara and allied Works.

REVIEW ON THE REPORT FOR 1918-19.

Krishnarajasagara and allied works.—A special temporary division for gauging and regulating the discharge according to the terms of the Cauvery Arbitration Committee was constituted under the charge of an Executive Engineer with headquarters at Mysore in Government Order dated 14th February 1919. The independent range at Akki-hebbal was converted into a sub-division and added on to No. V. Yedatore Division.

Government passed final orders in their Order No. R. 1-15—L. R. 448-16, dated 26—27th April 1919, introducing the block system of irrigation under the channels below Krishnarajasagara for supply of water for sugar-cane and other hot weather crops.

Total grant and outlay.—The year's grant from all the sources as finally sanctioned, including the establishment charges for the Krishnarajasagara and allied works, amounted to Rs. 17,59,988 against which an outlay of Rs. 16,76,277 was incurred, the net lapse being Rs. 83,711. The average expenditure during the last five years has been Rs. 24,25,510.

Krishnarajasagara works.—The expenditure under this head stood at Rs. 13,66,062 against the grant of Rs. 14,04,700, the net lapse being Rs. 38,638. This is partly attributed to less expenditure on the dam works and the Chamaraja right bank channel. The dam works did not proceed as fast as was expected owing to foundation troubles and the non-arrival in time of certain iron parts from Europe on account of war restrictions.

Channel works.—The right bank low-level canal was opened to a total length of $16\frac{3}{4}$ miles, thus irrigating 2,004 acres against 3,150 acres of the total command. The left bank low-level canal was excavated to a length of $12\frac{1}{2}$ miles. The area brought under irrigation is 1,259 acres out of a total command of 1,500 acres. The channel from the right end of the Chamarajendra Anikat made very slow progress. This is attributed to foundation troubles and illness among the work people. The project for opening a high level canal from the north bank of the Krishnarajasagara Reservoir is reported to be ready.

Miscellaneous.—The road from Mysore to Krishnarajasagara made fair progress. Out of 31 villages sanctioned to be newly formed or extended, 21 have been laid out and construction of houses commenced.

Sugar-cane Development Scheme.—Government have sanctioned the introduction of this scheme to a total length of 138 miles under certain channels. The total area of wet and garden lands irrigated by the various channels was 36,257 acres from which a sum of Rs. 1,95,885 was realised to revenue.

Establishment.—The charges under this head amounted to Rs. 2,71,169 against a grant of Rs. 3,11,500. The proportion of the establishment charges to the total expenditure is 19·4 per cent.

G. O. No. G. 15820-1—G. M. 99-19-6, dated 12th January 1920.

Electric Tramways for Bangalore City.

A scheme for constructing electric tramways in Bangalore was worked out before the continental war broke out, and an estimate for the work amounting to Rs. 6,75,530 also sanctioned in April 1913. It was further revised and sanctioned for Rs. 8,54,948 in July 1914, the excess being due to the substitution of steel sleepers for wooden ones.

As war broke out soon after sanction to the project was accorded, the work was ordered to be held in abeyance, owing chiefly, to the impossibility of obtaining materials at reasonable prices.

As soon as the Armistice was concluded in November 1918, the question was ordered to be taken up and a revised scheme called for. The Chief Electrical Engineer brought to notice that a fresh survey was necessary to determine the routes which would best serve the present needs of the traffic, as great changes had occurred since the project was got up five years ago, and submitted plans (blue prints) showing the new routes proposed, covering a distance of 11·11 miles. It was stated that the scheme itself would have to be worked up again after obtaining reliable quotations from the manufacturers, as prices of steel and copper were fluctuating.

Government approve of the general lines suggested by the Chief Electrical Engineer and direct that traffic prospects be investigated, quotations obtained for the materials, and estimates prepared at an early date.

Action should be taken to prepare a draft agreement for working the electric tramways in the Civil and Military Station area and to amend the Indian Tramway Act, so as to make it applicable in that station.

G. O. No. E. D. S. 672-7, dated 21st February 1920.

Public Works Administration.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

Central Irrigation Board.—A Central Irrigation Board comprising

The Chief Engineer—President.

The Revenue Secretary to Government.

The Revenue Commissioner in Mysore.

The Executive Engineer, Water Supply Division (Secretary).

the marginally noted officers was formed for discussing questions relating to irrigation works.

The Board met thrice during the year. A separate Range in charge of an Executive Engineer was formed for the construction of an anicut across the river Bhadra near Gopala in the Shimoga District. The Special Sub-

Division for the construction of the bridge

at Honnali across the Tunga Bhadra was abolished, since the construction of the bridge was practically completed. The upper and lower subordinate establishments were reorganised and a revised scale of establishment for the lower subordinates was sanctioned and the rules for the recruitment of Engineer-officers to the Public Works Department were modified to admit students who pass creditably from the local College of Engineering.

Total Grant and Outlay.—The final grant for the year under all heads amounted to Rs. 48,12,470, excluding the grant for the Krishnarajasagara and allied works, and the outlay incurred was Rs. 49,79,474, thus resulting in an excess outlay of Rs. 1,67,004, the net excess under State Funds alone being Rs. 1,01,951. The difference between the outlay during the year under review and that in the previous year which amounted to Rs. 59,16,533, was chiefly due to the expenditure under Krishnarajasagara and allied works being excluded from the purview of the present report.

The excess outlay of Rs. 1,67,004 was due to the purchase of Kumara Park at a cost of Rs. 4 lakhs which had to be met by reappropriation from sanctioned grants. There were some lapses of grants attributed as usual, to paucity of labour, failure of contractors, delay in the recovery of contribution by ryots, difficulty of getting materials owing to the unsteadiness of the market. The instructions contained in last year's review *re* strict adherence to the budgetted programme of works should be enforced.

Irrigation.—The total outlay incurred under this head amounted to Rs. 3,25,771 against a grant of Rs. 5,96,000, the expenditure being as usual, unsatisfactorily small. Out of twelve irrigation works relating to the restoration or construction of important major tanks, only two were completed, namely, the restoration of Bugadur tank in the Pavagada Taluk and the work of forming feeders to the Tarikere Valley tanks from the Naganna Anicut in the Tarikere Taluk, but the accounts of the latter were not finally closed. Some progress is reported in the restoration of Manchipatna Hutchakere Tank, Nagamangala Taluk. Among the channel works that were in hand, only the construction of an anicut across the Bhrugu river near Halsur, Mysore District, made some progress as it is reported that water can be allowed for irrigation in the first 16 miles very shortly.

Civil works.—The expenditure on buildings including the cost of the purchase of “Kumara Park” amounted to Rs. 12,93,502, while the grant was Rs. 9,31,250.

The most important works that were in progress during the year were:—

- (1) providing sanitary fittings to the Public Offices at Bangalore;
- (2) an additional building for Public Offices on the Cenotoph Road, Bangalore City;
- (3) an additional block of building in the compound of the District Offices at Bangalore City;
- (4) the new Collegiate High School at Mysore City;
- (5) the new High School at Hassan;
- (6) subsidiary buildings to the Krishnarajendra Hospital at Mysore City;
- (7) the new office block to the Palace at Mysore City;
- (8) the new Guests Mansion near Lalitadri Hill at Mysore City and
- (9) the construction of Lecture Halls and Students' Union at Bangalore City in connection with the University.

The following buildings are reported to have been completed previously, but the accounts were finally closed this year:—

- (i) extensions to the Revenue Survey Office buildings at Bangalore City;
- (ii) new Taluk Cutcherry at Sidlaghatta;
- (iii) construction of the Chamarajendra Technical Institute at Mysore City;
- (iv) quarters for Police Constables at Nandidrug, K. G. F.;
- (v) residential block to the Palace at Mysore City and
- (vi) European Guests Quarters at Mysore City;

The work in connection with the sanitary improvements to Shimoga did not make satisfactory progress.

Communications.—The amount spent on the maintenance of roads was Rs. 5,08,423 as against Rs. 8,66,055 in the year 1917-18 and the amount spent on original works was Rs. 1,70,165 as against Rs. 1,85,394 in the previous year. The improvements to the Chamundi Hill Road were practically completed during the year. The bridge across the Tungabhadra river was opened for traffic. Collection of materials was in progress in the case of Balehonnur-Magundi-Belur road, Kadur District.

Water Supply.—The work of electrification of the Pumping plant of the Chamarajendra Water Works of Bangalore City was begun during the year. Some progress was made in the lay-out of sub-mains for water supply in the southern half of the Basavangudi Extension. Pipes were purchased to the value of Rs. 4,320 and kept in reserve for emergencies in cases of bursts in the mains and sub-mains.

The improvements to the Vani Vilas Water Works of Mysore

City were completed during the year but the accounts are yet to be closed. Some progress was made in the laying out of water supply pipe line to the Chamundi and the Chetnahalli Extensions in Mysore City and it is reported that a dozen public fountains with masonry platforms were erected.

Establishment.—The charges on account of establishment amounted to Rs. 8,85,223 as against Rs. 10,65,286 in the year 1917-18. The proportion to the total expenditure is 22 per cent nearly as against 21·6 per cent in the last year.

General.—The progress made in the examination of Atchkats of tanks and in the experiment in silt clearing in Malnad tanks, has not been reported. The Block system of irrigation under the Vani Vilasa Sagara made some steady progress. Preliminary estimates were got prepared for the reservoirs on the Kabini and the Suvarnavati in the Mysore District.

G. O. No. G. 21660-2—G. M. 125-19, dated 20th March 1920.

RAILWAYS.

The State Railway Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

Railway Committee.—The committee met eight times during the year and dealt with 13 questions.

Lines worked by the M. and S. M. Railway Company.—The length of these lines continued to be the same as in the previous year, viz., 411-23 miles. The gross earnings on these lines amounted to Rs. 45,58,616 as against Rs. 41,87,709 in 1917-18, showing an increase of Rs. 3,70,907 and the net earnings to Rs. 22,78,819 as compared with Rs. 21,65,734 in the previous year. The percentage of return on the capital outlay was 8·73 as against 8·29 in 1917-18. This increase is reported to be due to a larger movement of passengers during the marriage season, the return of military officers and troops after demobilization and movement of heavy consignments of arecanut, food grains (wheat, etc.) and timber. The net gain to Government during the year was Rs. 11,23,108 against Rs. 9,62,589 in 1917-18. The percentage of working expenses to gross earnings during the year on these lines ranged from 48·99 to 55·78.

Lines worked by the State.—The length of these lines was 231·75 miles, the same as in the previous year. The gross earnings amounted to Rs. 7,42,190 as against Rs. 4,61,636 and the net earnings to minus Rs. 10,800 as against Rs. 1,37,140 respectively in the previous year. The net return on the capital outlay was ·08 as against 1·12 per cent in 1917-18.

Though there was some reduction of expenditure in the Traffic department, the working expenses still remained very high. The high percentages of working expenses to gross earnings, which range from 94·39 to 110·71, are attributed to low earnings on account of want of rolling stock. Notwithstanding the statement that, with the supply of additional rolling stock and the introduction of more trains, the earnings will improve considerably, it ought to be possible to manage these lines more economically by a more careful scrutiny into the working expenses and it is hoped that this aspect of the question will receive due attention at the hands of the officers concerned.

Locomotive Department.—It is satisfactory to note that the train service was up to the mark and that there were few engine failures. A Loco Manual was compiled during the year.

Carriage and Wagon Department.—Nine vehicles were constructed both for the metre as well as the narrow gauges; nine carriages were half built and six rebuilt during the year. The stock on

the lines is reported to have been maintained in running order in spite of insufficient supply of proper materials and machines, the Tarikere-Narasimharajpura section suffering heavily however for want of wheels.

Traffic Department.—On the Mysore-Arsikere Railway, earnings increased both under coaching and goods, the average earnings per week per mile being Rs. 74·60 or Rs. 11·47 more than in the previous year; and on the Kolar District Railway, the average income per mile per week rose from Rs. 53·63 to Rs. 58·92 in the year under report.

The Telegraph School.—After the management of this school was transferred to the Railway Department, 21 candidates have undergone training and four students are reported to have been undergoing training in the third class started from 1st August 1919, the entire cost on this account being Rs. 2,728.

Accounts and Audit.—During the year, the control over the Railway Audit office was transferred from the Railway Secretariat to the Comptroller to Government. To cope with the increase of work in this Department, the audit establishment was substantially strengthened. The establishment dealing with the audit and compilation of railway stores was transferred from the Chief Store Keeper's control to the Railway Audit office. The second departmental examination in Railway accounts was held during the year. The compilation of Railway codes and manuals incorporating the rules and orders in force has been taken up.

Stores department.—The value of stock in the Railway stores at the commencement of the year was Rs. 6,80,699 and the value of stores purchased during the year was Rs. 6,81,062. Stock of the value of Rs. 5,63,130 was issued during the year, leaving a balance of Rs. 798,631 at the close of the year. The cost of establishment of this Branch was Rs. 12,705.

Accidents.—There were on the State lines 68 accidents to persons, 288 to cattle, 50 derailments, 42 engine failures and 434 other minor accidents.

G. O. No. G. 21602-3—G. M. 126-19-3, dated 19th March 1920.

LOCAL SELF-GOVERNMENT.

Mysore City Improvement Trust Board.

LINES OF FUTURE WORK.

In Government Order No. 5905-10—Ml. 95-17-5, dated 20th April 1918, the needs of the Trust Board in the near future were comprehensively considered and an increased grant of Rs. 4½ lakhs per annum was sanctioned having regard to the increased activities of the Board. With a view to secure the systematic and speedy execution of the necessary works, a quinquennial programme was also prescribed in Government Order No. 7415-7—Ml. 95-17-11, dated the 14th December 1918. The line of action defined in the earlier order above referred to has resulted in bringing to the notice of Government certain important questions of a far reaching character in regard to both productive and non-productive works—a classification for the first time introduced in the order of April 1918, that it is again necessary to clearly indicate the lines on which the Trust Board should carry on its future programme. Before doing this, however, Government consider that it would be advantageous to review the work of the Trust Board, since the commencement up to date and proceed to do so accordingly.

Prior to the Trust Board.—The insanitary condition of the City, prior to the outbreak of the epidemic of plague in 1898, had engaged the attention of Government and several improvement works had been planned and carried out by a Special Sanitary Division (under Mr. Standish Lee), established by the late Sir K. Sheshadri Iyer. The chief works executed by the Sanitary Division were the following:—

- (a) Filling up of a portion of Purnaiya's Nalla.
- (b) Sewerage of the Fort and the Palace.
- (c) Filling up of the ditch round the Fort converting it into a park.
- (d) Laying out of the Chamarajapuram Extension.
- (e) Water-supply to the City.

A sum of Rs. 5·7 lakhs had thus been spent on such works between the years 1892 and 1903.

Improvement Committee.—The frequent and virulent epidemic of plague in the City since it first appeared in the State in 1898, necessitated the investigation of the question of devising a complete scheme for systematically and thoroughly improving the City. The Government in their Order No. 4168-79—L. F. 36-02, dated 18th September 1902, accordingly constituted an Improvement Committee with the

Chief Engineer as Chairman to prepare schemes on comprehensive lines for the improvement of the slums of the City, for the provision of a suitable drainage scheme and for housing the displaced population. The Committee after careful and long deliberation matured a number of projects showing in detail the improvements to be effected in different parts of the City. These projects which were estimated to cost about Rs. 23 lakhs comprised the following:—

- (1) The formation of new and the alteration of existing streets, and the creation of open spaces with the object of removing congestion and securing more light and ventilation.
- (2) The provision of a proper drainage system in place of the illgraded and inefficient V-shaped slabbed drains.
- (3) The removal of insanitary blocks.
- (4) The provision of dust-bins and public latrines for better sanitation..
- (5) The design of various types of buildings on cheap and sanitary lines for such of the poor and working classes as would be displaced in the execution of the schemes.
- (6) The formation of extensions.

The Trust Board.—To mature these schemes and to carry out the improvements and to administer the properties acquired, a special agency with a legal status was brought into existence under the Mysore City Improvement Regulation of 1903, in the latter part of the year. The Trust Board accordingly commenced their duties in the early part of 1904 and directed their efforts mainly to carrying out the projects matured by the Improvement Committee of 1902. Though the drainage programme and the acquisition of properties received the greater portion of the attention and finances of the Trust Board, a few other works of public convenience were added to these schemes from time to time and by the year 1911-12, the Trust Board had 42 works of various kinds on their programme estimated to cost about Rs. 27 lakhs, of which works to the extent of Rs. 23·3 lakhs had been carried out. It is however, noted that increase over the original estimate was chiefly contributed by the amount of Rs. 6·12 lakhs required for and Rs. 5·8 lakhs spent on acquisition of properties in the Fort area. This may be regarded as the first period of the Board's activities.

In March 1912 a new order of things was introduced. In a note prepared in April 1910, the then Chief Engineer Mr. (now Sir) M. Visveswaraya brought to the notice of Government certain defects under the drainage scheme carried out so far and urged the need for a revised scheme of underground sewerage and drains suited to conditions prevalent in other Indian Cities for this City also. A revised scheme of drainage estimated to cost Rs. 14·69 lakhs was accordingly prepared and submitted to Government, along with a comprehensive programme for 8 years commencing with 1911-12. This programme involving an expenditure of Rs. 23·67 lakhs was sanctioned by Government in their Order No. 6831-5—Ml. 136-11-7, dated 21st March 1912. Under this programme also prominence was given to the

sanitary needs of the City, while works of public utility came next. By the year 1915, however, ideas regarding the future development of the City not only on sanitary lines but on aesthetic considerations also were in evidence, and the late Dewan, Sir M. Visvesvaraya after a personal inspection of the City prescribed in Government Order No. 3702-9—Ml. 163-14-1, dated 6th November 1914, a further programme of works to be undertaken by the Trust Board. Besides these two comprehensive programmes, several other works received sanction of Government separately and individually from time to time, so that by the year 1917-18 the requirements of the Trust Board had far exceeded the limitations imposed under the programme of March 1912, while the programme itself had not been carried out to the extent anticipated. A review of the work done, and remaining to be done prepared in the latter part of 1917, disclosed that the total number of works the Trust Board had been required to attend to was 66 at an estimated cost of Rs. 56·89 lakhs. The following classification of works contained in one of the letters of the Chairman indicated the extent to which and the directions in which, the activities of the Trust Board had developed:—

Works	No.	Estimated cost	Expenditure incurred up to end of 1916-17
		Rs.	Rs.
1. Sewerage and drainage works.	15	18,32,844	6,93 737
2. Works of public convenience or attractions of the City.	30	6,12,317	2,16,603
3. Schemes for acquisition of properties.	11	27,43,825	16,96,560
4. Works for the expansion of the City.	4	4,40,010	41,732
5. House building scheme ...	1	30,429	12,155
6. Miscellaneous improvement works.	5	29,856	14,381

Though a total grant of Rs. 44·44 lakhs had been made to the Trust Board since the commencement up to the end of 1916-17, there still remained works of various classes to be carried out at a cost of about Rs. 30 lakhs. These together with the project relating to the acquisition of all properties in the Fort at an outlay of over Rs. 11 lakhs, required in all nearly Rs. 42 lakhs exclusive of establishment charges. As the whole amount required could not be made available

out of State Funds and with a view to secure the completion of the works within a reasonable time, the works were divided in the order of April 1918, into two classes productive and non-productive, the former to be financed by means of loans and the latter out of the annual State Grant which was increased to Rs. 4½ lakhs.

Non-productive Works.

The main items that come under this head are the drainage and sewerage works, the acquisition of properties, and other works adding to the public convenience or the attractions of the City.

(a) *Drainage and sewerage works.*—These works form one of the older items on the programme of the Trust Board operations. A great deal had been done prior to 1912, in completing the projects planned by the Committee appointed in 1901, and a sum of Rs. 7.45 lakhs had been spent by the time the new scheme of underground sewerage and drains was introduced. The total estimated amount required under the new scheme for all sewerage and drainage works is Rs. 18.32 lakhs of which works to the extent of Rs. 8.84 lakhs have already been carried out. A large portion of the work thus remains incomplete and greater attention seems to be called for for expediting their completion. Besides the incomplete works which should not be postponed long, the President of the Municipal Council has brought to the notice of Government certain defects in the present drainage arrangements of the City requiring early removal. Government agree that the following suggestions made by the President require to be attended to without further loss of time:—

(a) Accumulated debris and filth from all parts of the City must be immediately removed.

(b) Narrow and blind lanes should be opened out.

(c) Departmental conservancy should be introduced and all latrines in houses should be caused to be built of the daily conservable type, the existing pit system being done away with.

(d) Drainage operations must be first commenced and thoroughly completed in the congested central parts of the City.

(e) House connections must be of a model type.

(f) The 'U' shaped cement drains wherever their beds and sides have broken must be immediately put into order, and

(g) sufficient staff should be employed solely to attend to house connections and drains.

The Chairman is requested to study these requirements and submit proposals for giving effect to the suggestions made above in consultation with the Municipal Council.

(b) *Acquisition of properties.*—The expenditure under this head has grown beyond expectations. When the Trust Board operations were first started, it was expected that a sum of Rs. 12.35 lakhs would meet the needs of the Board in this direction. But the needs of the City have grown considerably since then and the total amount spent under this head amounts to Rs. 17.24 lakhs against the estimate of Rs. 27.42 lakhs required for 7,611 properties. Deducting from

this estimate the amount of Rs. 2·96 lakhs required for the Devaraj Market square improvements a work now treated as productive, there remain 1,923 properties to be acquired at a cost of about Rs. 7·26 lakhs. As only a provision of Rs. 2·96 lakhs has been made in the quinquennial programme prescribed in December last, this work will be one of the items that will remain incomplete at the end of 1922-23. Government, however, consider that this is inevitable, but they hope that with the completion of all the Fort improvements during the next five years, funds will be set free for vigorously pushing it on to an early settlement. The acquisition of properties in the Fort area has also received due consideration of Government since 1908-09, when a scheme of improvements at a cost of Rs. 6·12 lakhs was projected. Additional schemes were also sanctioned in subsequent years. Out of the total estimate of Rs. 7·80 lakhs for these improvements, an expenditure of Rs. 4·28 lakhs had been incurred up to the end of 1917-18. When the revised policy of Government was laid down in the order of April 1918, the Fort area came in for special treatment, and a sum of Rs. 2 lakhs annually has been earmarked out of the grant for the Trust Board for carrying out a comprehensive scheme of improvements therein. The scheme itself estimated to cost about 11·59 lakhs was sanctioned in G. O. No. 8286-9—Ml. 24-15-135, dated 29th June 1918, and included the acquisition of all private houses in the Fort. With the facilities now afforded, the Government expect that the question of Fort improvements will have been satisfactorily settled before the close of the quinquennium ending with 1922-23.

(c) *Other works.*—Thirty-seven works of various kinds calculated to improve the utilitarian and aesthetic aspects of the City and estimated to cost Rs. 5·37 lakhs have been undertaken by the Board from time to time. An outlay of Rs. 2·26 lakhs has been incurred on them so far. The more important of the works remaining incomplete are those relating to the improvements to the Devaraj Market, the construction of Municipal Office Buildings, laying out Bamboo Bazaar grounds and a few others. All these improvements have been duly considered in the quinquennial programme sanctioned in December 1918, and are expected to be completed before the year 1922-23. But in a note of his on "the constructional defects of the Devaraj Market," the President has brought to the notice of Government the urgent need for effecting certain improvements suggested by him in order to make the stalls convenient, nice-looking, sanitary and rodent-proof. Government observe that before further work is carried out on the scheme, the removal of these defects should be attended to. As regards the construction of the Municipal Office Buildings, Government consider that it is a work of some magnitude and having regard to the insufficiency of funds at the disposal of the Board as also the likelihood of the revised estimates considerably exceeding the original estimates, it is necessary that the Municipal Council should contribute a larger share towards the cost of the buildings. The President of the Municipal Council is requested to submit in consultation with the Municipal Council suitable proposals in the matter.

Extensions.—The expansion of the City by means of extensions was one of the earliest improvements contemplated by the Board, as the result of whose activities, 4,193 sites were formed and made available for building purposes up to the end of 1917-18 in the several extensions as noted below :—

	Rs.
Chamundi Extension ... ..	... 1,050
Dodda Holagere Extension ... ..	... 974
Idga New Extension ... ..	... 584
Weavers' Lines Extension... ..	... 200
Jalapuri Extension ... ..	... 198
Idga Old Extension ... ..	... 182
Lakshmipuram Extension... ..	... 43
Bakshibasappaji Urs' Garden Extension	... 66
Additional sites in minor extensions ...	... 13
Inside the City out of acquired portion	... 883
	<hr/>
Total	... 4,193
	<hr/>

Up to the end of June 1918, 4,153 houses were acquired in all by the Trust Board and the accounts show that during this period only 3,215 new houses have been constructed in the extensions and the City. It is therefore necessary that in order to locate the displaced population and prevent overcrowding at least 1,000 houses have to be constructed and more sites in new extensions should be laid out in order to provide for the population still to be displaced by the operations of the Trust Board in the near future and also to meet the growing requirements of the City.

Productive works.—The following works have been classed as productive works to be financed either by loans granted by Government or by loans raised in the open markets:—

	Rs.
(a) Improvement of Devaraj Market Square ...	4,48,000
(b) Scheme for housing the poor, including loans	4,06,000
(c) Laying out Vontikoppal Extension ...	3,00,000
	<hr/>
Total	... 11,54,000
	<hr/>

The Trust Board applied for a loan of Rs. 10 lakhs from Government during the next five years to finance these works; but subsequently they modified their request by applying for a loan of only 5 lakhs of rupees to attend to items which are of immediate importance, the improvements to the Devaraj Market Square being deferred for the present. Government regret that under the existing conditions it will not be possible for them to advance the loan. They,

however, realise that the question of housing the poor and the middle classes is a matter which calls for urgent attention and some satisfactory solution of the problem should be arrived at in the near future. The raising of a loan in the open market would perhaps be one of the modes by which this question may be satisfactorily settled; but it is seen that under the existing Regulation, the Board have no power to borrow funds. Nor is it desirable that the Board should enter into financial arrangements which would require a number of years for adjustment. Government, therefore, consider that it would be a more satisfactory procedure if the Municipal Council can borrow the required amount at a reasonable rate of interest to be guaranteed by Government and advance it to the Trust Board for affording relief to the displaced population in the shape of house building loans and other necessary measures. It has been suggested that though a loan may have to be raised in the open market at a high rate of interest, the Board may charge a lower rate of interest on the advances made by them, the loss sustained in this connection being borne by the Government. Government will be prepared to consider favourably any workable scheme on the lines indicated above and to make good the loss arising in the payment of interest to the debenture holders. This question is one in which the Municipal Council and the Trust Board should co-operate and the Government earnestly hope that a mutual understanding will be arrived at by these bodies in this matter at a very early date.

General.—The Trust Board have been carrying on their operations for a little over fifteen years and have received a grant of about 47 lakhs from State Funds, which has been supplemented by another sum of six lakhs, the sale proceeds of properties sold, raising thus the total receipts to Rs. 53 lakhs of which the Board have incurred an expenditure of Rs. 52 lakhs. Still it cannot be said that the sanitary condition is all that may be desired. The sewage and drainage works are not yet complete and sufficient attention has not been paid to house connections and flushing system. The important question of how to maintain the completed works in efficient condition and prevent them from falling into disrepair awaits solution. Government are glad to note that the Trust Board have, from the beginning directed their attention to the problem of housing the poor but the progress made so far judged from the number of houses built (105) is not commensurate with the needs of the City. The Chairman is accordingly requested to revise the programme sanctioned in December 1918 in the light of the above observations and resubmit the same at an early date.

Audit of accounts.—The accounts of the Trust Board have not been regularly audited. Since the commencement of the Trust Board operations the accounts have been audited only thrice. Sufficient attention is not being paid to the collection of money due to the Board. Proper Capital and Revenue Accounts should be maintained and the accounts audited half-yearly. The Comptroller is requested to arrange for such half-yearly audits. Instances have also come to the notice of the Government where the properties and houses acquired

years ago have been allowed to remain in the possession of the previous owners long after their acquisition. Greater scrutiny and check in these matters are absolutely necessary. The Trust Board should have a proper inspecting staff to look after their properties and their future disposal.

As regards the finances of the Trust Board, Government observe that it will not be possible to increase the State grant in the near future, but they are confident that, should the loan scheme be satisfactorily launched with the co-operation of the Municipal Council, there will be great scope for a systematic and energetic programme being carried out to satisfaction.

G. O. No. 6822-8—Ml. 143-19-1, dated 11th December 1919,

Mysore City Improvement Trust Board.

REVIEW ON THE REPORT FOR 1918-19.

Meetings.—One special and 12 ordinary meetings were held during the year and the average attendance thereat was 72 per cent against 76 per cent in the previous year.

Financial position.—A programme of non-productive works to be carried out during the five years beginning from 1918-19 was prescribed and the amount of grant to the Board was ordered to be increased from Rs. 3½ lakhs to 4½ lakhs a year. The actual grant received from Government amounted to Rs. 3,40,000, while the income from properties and other sources amounted to Rs. 1,24,094. A sum of Rs. 4,47,251 was spent during the year, Rs. 3,96,202 being spent on acquisition and demolition of properties, and on construction of drainage and other sanitary works, Rs. 29,999 on establishments and Rs. 20,000 on loans. The year closed with a balance of Rs. 15,830 at the credit of the Board.

Works in progress.—Seventy-two works were under construction during the year, of which 54 were incomplete works of previous years. The most important of the works under progress was the laying of the underground sewage pipes in several parts of the City. Since the introduction of the system of the underground pipe sewers in 1912-13 up to the end of the year under review, 53·8 miles of sewers were laid and 6,195 house connections given at a cost of Rs. 7,31,496. The attention of the Chairman is invited to the remarks of Government in para 12 of the Government Order No. 6822-8—Ml. 142-19-1 of 11th December 1919, in this communication. An up-to-date statement showing the consolidated requirements of the City together with details showing the several works actually necessary, their cost, and how much has been, and how much is still to be carried out should be prepared and submitted early. The more important of the other works executed during the year were the following.

Items	Estimated cost	Expenditure during the year 1918-19	Total expenditure up to the end of 1918-19
1. Construction of Municipal Offices.	1,43,800	18,776	42,620
2. Improvement of Devaraja Market.	1,23,500	7,817	74,992
3. Laying out Chamundi Extension.	1,12,348	14,777	83,045
4. Do Seringapatam road extension.	1,60,835	13,782	13,782

The estimated cost of the Municipal office has increased considerably, the latest revised estimate amounting to Rs. 2,00,000. The question of financing the work is under consideration.

Productive works.—The Board applied for a loan of Rs. 5,00,000 from Government for financing the following productive works :—

1. Laying out Vonti Koppal extension.
2. Scheme for housing the poor including loans for house building.

After careful consideration of the subject, Government have in their Order No. 6822-8—Ml. 142-19-1, dated 11th December 1919, recorded their views in the matter. They regret that it is not possible for them to advance the loan and hope that the Municipal Council will co-operate with the Trust Board and arrive at an early understanding as regards the manner of raising the required loan at a reasonable rate of interest under Government guarantee. The submission of suitable proposals in this behalf will be awaited.

Progress of acquisition.—Forty-five properties were declared for acquisition during the year, and 103 were actually acquired at a cost of Rs. 2,13,358, the major portion of the expenditure, *viz.*, Rs. 1,75,680 being on acquisition of 25 houses in the Fort. Out of 7,657 properties declared in all for acquisition 5,781 were actually acquired leaving 1,876 to be acquired later on. In statement No. III attached to the report the number left over is, however, noted as 1,878. The discrepancy requires explanation.

Demolition.—Seventy-four properties were in all demolished and the debris removed at a cost of Rs. 9,187.

Extensions.—An expenditure of Rs. 20,000 was incurred for acquiring houses in Kurubarahalli for the Alnahalli Extension. An extension along the side of the old Seringapatam road was started. Action was taken to extend the Lakshmipuram extension and forming sites in the Bamboo Bazaar grounds. A sum of Rs. 6,000 was also placed at the disposal of the Water-Supply Department to give water connection to the Chamundi extension.

Building sites.—Only 28 new sites were formed during the year and 91 sold, leaving 947 sites available for sale at the end of the year.

It is hoped that the sites to be formed in the Vanivilas Extension will effectively meet the requirements of the population to be displaced by the operations of the Board in the Lashkar and Mandi Mohallas.

Model houses.—Ten model houses were constructed in the old Seringapatam road extension. Two model houses were also built near Seeneerkatte in the Chamundi Extension and one of these was sold during the year. Ten houses have in all been sold and Rs. 11,818 realised out of Rs. 16,769 spent on them. A sum of Rs. 4,951 remained to be collected and the Chairman is requested to have it recovered in strict conformity with the rules issued in Government Order No. 8055-8—Ml. 127-18-2, dated 31st December 1918.

Loans.—Loans amounting to Rs. 20,000 were paid to 50 applicants for the purposes of building houses. Out of the loans granted up to the end of the year Rs. 52,721 did not fall due. Towards the instalment of loans amounting to Rs. 32,022 that fell due during the year and the overdue arrears of Rs. 8,641 outstanding at the beginning of the year only a sum of Rs. 13,694 or 34 per cent of the demand was collected. The overdue arrears are large. The Chairman explains that this was mainly due to the prevalence of Influenza and the high price of food grains obtaining during the year. Government hope that effective steps will be taken to collect the arrears as early as possible.

General.—The thanks of Government are due to the members of the Board for their labours during the year.

G. O. No. R. 8855-9—Ml. 103-19-33, dated 6th February 1920.

Public, Charitable or Religious Institutions.

FREE SUPPLY OF WATER.

Government direct that both in the Bangalore and Mysore Cities all temples, maszids, churches, cremation and burial grounds be given water free. To this extent Government Orders Nos. P. W. 309-46—1663-700 of 20th February 1915 and P. W. 1323-32—M. 5302-11, dated 12th November 1919, regarding the supply of water to the public, charitable and religious institutions in the Bangalore City will be modified.

With regard to chattrams, matts and musafirkhanas in the Mysore City, the President of the Municipal Council is requested to submit a list of such institutions showing against each the quantity of water that may be allowed free of charge, so that suitable free allowances may be fixed with regard to them. No excess charges will however, be recovered in respect of these institutions during the Dasara and the Birthday of His Highness the Maharaja for a month on each occasion. To such institutions in the Bangalore City the orders of 20th February 1915 and 12th November 1919 will continue to be applicable.

G. O. No. R. 8862-7—Ml. 164-18-6, dated 6th February 1920.

Purchases from Municipal Councillors.**LIMIT PRESCRIBED.**

The Municipal Council is authorised to make casual purchases in open tender of articles not exceeding Rs. 500 in value per year from any Municipal Councillor who regularly deals in such articles.

G. O. No. R. 8178-9—Ml. 165-19-2, dated 24th January 1920.

Mysore City Municipality.**GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.**

Constitution.—The triennial elections having fallen during the year, 20 councillors were duly elected and the Municipal Council re-constituted in September 1918. In consequence of the appointment of Palace Controller who was the only *ex-officio* member not having been filled up from the 9th April 1919, and on account of a vacancy, the strength of the Municipal Council remained at 28 at the end of the year against the sanctioned strength of 30 members.

Meetings and attendance.—The total number of meetings held was 28 and the average attendance thereat remained the same as in previous year, namely 21 and was on the whole satisfactory.

Committees.—Only five committees worked during the year. The Health Committee is reported to have had occasion to meet only once, and 5 out of 10 members on the Committee attended this meeting. The Municipal Council may consider whether it is at all necessary to have a separate Health Committee and if the Managing Committee may not be entrusted with the duties of this Committee also. The Audit Committee met only six times. This is not sufficient. The attention of the President is invited to Rule 362 of the Municipal Account Manual and he is requested to see that the Committee meets at least once a month to scrutinise the Municipal accounts.

Demand, Collection and Balance.—The collection of both current taxes and arrears during the year was satisfactory. Out of the current demand of Rs. 59,423 under all items of taxation, except tolls and octroi, a sum of Rs. 52,812 or 89 per cent was collected while out of the arrears amounting to Rs. 15,421 a sum of Rs. 2,179 was remitted as being irrecoverable and Rs. 6,079 or nearly 40 per cent was left uncollected at the end of the year. The demand under Mchatarfa for the year under review fell from Rs. 9,188 to Rs. 7,999. There was also a slight decrease (Rs. 232) in the demand under taxes on vehicles and animals. But no explanation is forthcoming for these decreases.

Finance.—The income and expenditure under service heads amounted to Rs. 2,63,509 and Rs. 2,72,282 against Rs. 2,32,728 and Rs. 2,23,144 respectively in the previous year. The increase under receipts was chiefly due to enhancement of market fees and shop rents

in the Devaraj Market and recovery of arrears of contribution from Government. The rise in expenditure was mainly due to revision of the establishment of the Municipal Council, extension of the Devaraja Market building, installation of electric lights to the Rangacharlu Memorial Hall and the Clock Tower, and to the debit in the current year's account of the entire charges incurred on account of compulsory primary education of boys in the City. To finance the heavy programme of expenditure during the year, fixed deposits in the Mysore Bank to the extent of Rs. 53,005 were withdrawn but out of this a sum of Rs. 30,000 was invested in the Government of India $5\frac{1}{2}$ per cent War Loan Bonds, 1921. The closing balance at the end of the year was Rs. 16,430 and it fell short of the prescribed minimum by Rs. 3,570. The attention of the President is invited to para 5 of the Government Order reviewing the report for 1917-18, and he is requested to see that the prescribed minimum balance of Rs. 20,000 is always kept in the current account with the Mysore Bank as required by Rule 20 of the Municipal Account Manual.

Medical relief.—Four Local Fund Dispensaries and 5 Indigenous Hospitals were maintained during the year. The establishment of another Indigenous Hospital was sanctioned at the end of the year.

Midwives.—In addition to the matron and 3 midwives attached to the Vanivilas Hospital, there were four midwives maintained from the Municipal Fund. Nine hundred and forty labour cases were in all attended to against 689 in the previous year.

Markets and slaughter-houses.—The Municipal Council maintained 3 markets and 2 slaughter-houses at a cost of Rs. 2,356. The revenue realised was Rs. 26,222 against Rs. 15,447 in the previous year. The large increase was due to stricter supervision, closer examination and enhancement of rents on shops and daily fees and prompter collection.

Building licenses.—Building operations were somewhat slow owing to rise of prices of materials. An additional sub-overseer was employed to check encroachments and deviations from sanctioned plans and he attended also to the disposal of applications for building licenses. Out of 1,309 applications, 1,082 were granted, 185 rejected and 42 remained undisposed of. The prompt despatch of work in this connection is noted with satisfaction.

Conservancy.—The introduction of daily conservancy system is stated to be still under the consideration of the Municipal Council. Early steps may be taken to introduce the daily conservancy system in consultation with the Mysore City Improvement Trust Board.

The Sewage Farm.—A sum of Rs. 1,308 was realised from the Sewage Farm against the outlay of Rs. 2,996 incurred during the year. Two portions of the farm were planted with fruit trees and bannanas and another plot was laid out as a vegetable garden. The further development of this farm on commercial lines will be watched with interest.

Public health and vital statistics.—Public health during the year suffered most on account of the prevalence of influenza in a very severe form, the number of deaths from influenza being 1,296. The total

number of births and deaths recorded during the year was 2,246 and 3,903 against 2,214 and 2,446, respectively, in the previous year. The birth rate was 31.04 per mille of population as in the previous year. The total mortality showed an increase of more than 59 per cent over that of the previous year on account of influenza, plague and other causes. The Municipal Council spared no pains to adopt all possible measures for granting relief to the afflicted during the influenza epidemic. It is also noted that the facilities graciously placed at the disposal of the Municipal Council by His Highness the Maharaja were fully appreciated and availed of largely in relieving the distress of the poor.

Public Instruction.—The expenditure incurred on public instruction amounted to Rs. 17,543 against Rs. 8,494 in the previous year. Twenty-five compulsory primary schools for boys were maintained exclusively by the Municipal Council.

General.—Government are glad to note that the revision of the establishment recently sanctioned has resulted in further improvement of collection work, and that the administration of the Municipality continued on the whole to be satisfactory. In this connection, the attention of the Municipal Council is drawn to Government Order No. R. 4050-60—Ml. 98-19-1, dated 22nd September 1919, in regard to the regularisation and development of Municipal taxation and Government hope that as directed therein the Municipal Council will take prompt steps to levy such taxes as the special sanitary cess, profession and terminal taxes and enhance the rate of lighting and water taxes in order to improve the resources of the Municipal Council so as to meet the growing demands of the City.

G. O. No. 6617-8—Ml. 103-19 13, dated 5th December 1919.

Bangalore City Municipality.

REVIEW ON THE ADMINISTRATION REPORT FOR 1918-19.

Constitution.—The amended Municipal Regulation V of 1918 having come into force during the year, there were some changes both in the constitution of the Municipal Council and in the number of Councillors. The proportion of elected members was raised from $\frac{1}{2}$ to $\frac{2}{3}$, and the strength of the Council was increased from 25 to 27 members. The strength was further increased to 28 after the general elections of November 1918, to provide for the appointment of the Honorary President, on nomination by Government. The appointment of a Chief Officer was sanctioned during the year for the first time and the Vice-President was permitted to be elected from among the Councillors. Mr. Abbas Khan was the first elected Vice-President of the Council.

Meetings and Attendance.—The total number of meetings held during the year was 22 (12 ordinary and 10 special) against 26 (12

ordinary and 14 special) in the previous year. The average attendance of members was almost the same as in the previous year being 18·4 against 15·2 for the total strength of 28 against 25.

Working of the Committees.—There were in all three committees working during the year. Each committee met on an average 18 times. It is satisfactory to note that the Managing Committee alone met 32 times during the year and disposed of a large volume of work, the members evincing a great deal of interest in the disposal of the questions referred to the Committee. The work done by the Education Committee leaves however much room for improvement.

Financial position.—The year opened with a cash balance of Rs. 8,855. There was an increase of Rs. 57,516 in the ordinary income of the Municipality chiefly under Octroi on account of large import of piece goods, timber, tobacco and cocoanuts during the year. The total demand under all heads of taxation including arrears amounted to Rs. 6,92,650 of which Rs. 6,23,808 was collected and Rs. 2,477 was written off the accounts leaving a heavy balance of Rs. 66,366. The collections under assessed taxes amounted to Rs. 1,30,924 against Rs. 1,40,483 of the previous year, representing 69·8 per cent of the total demand against 76·4 in the previous year. The decrease under collections is said to be due to the prevalence of influenza and high prices and the employment of the collection staff in connection with the preparation of the census and other statistics connected with food control in the City. The balance outstanding was Rs. 55,743 or 29·7 of the total demand against 22·5 in the previous year. Prompt steps should be taken to reduce the arrears which have unavoidably been allowed to accumulate during the year under review. There was an increase of Rs. 92, 036 under the ordinary heads of expenditure, chiefly due to the payment of grain compensation and war allowances to all the Municipal establishments and the revision of the scale of pay of certain establishments of the Municipality, and to refunds. The balance at the close of the year amounted to Rs. 1,12,311 but including investments it was Rs. 399,811 against Rs. 3,71,355 in the previous year. The Deputy Commissioner of the Bangalore District and the Excise Commissioner in Mysore are requested to adjust the amounts payable to the Municipality on account of land revenue and cess in the City and arrack surcharge and registration fees respectively without any delay.

Incidence of taxation.—The incidence of taxation during the year was Rs. 4-8-6 against Rs. 3-13-9 in the previous year.

Public Works.—There was an increase of Rs. 22,932 in the amount of expenditure under this head during the year. The work attended to during the year related to the construction and repair of roads, drains and buildings. Seven thousand two hundred and eighty-six feet of drains were newly opened as also $2\frac{1}{2}$ furlongs of lanes.

Acquisition work.—Out of 45 cases in which acquisition proceedings were completed and awards passed during the year, 5 parties sought a reference to the Civil Court for enhanced compensation and awards were accepted in the remaining 40 cases. Out of 18 cases pending in the Civil Court, 15 cases were disposed of involving an

enhanced aggregate compensation of Rs. 44,602 against Rs. 20,570 awarded by the Vice-President and Land Acquisition Officer. The number of cases pending disposal is still very large and calls for more energetic action on the part of the Chief Officer.

Sanitation and conservancy.—The total expenditure under this head rose from Rs. 48,873 to Rs. 59,653 during the year. The number of sweepers and totis was increased by 10 each, and temporary arrangements were also made for the removal of lantana in vacant Municipal lands and silt from the main drains. Public health suffered to some extent on account of the outbreak of plague and small-pox, both of which accounted for a large number of deaths than in the previous year. The usual precautionary measures were satisfactorily adopted. But the greatest havoc was done by the pandemic of influenza, which began in July 1918 in a mild form, and reappeared virulently in October 1918. Its activity continued for about 8 weeks and nearly 40,000 people were laid up during the season, of whom 2,074 perished. The Government note with appreciation, the philanthropic assistance rendered in this connection by both the official and non-official gentlemen and the good service done by the volunteers.

Vaccination.—The number of persons vaccinated was 7,521 as against 4,167 in the previous year. Of these 4,798 cases or 86·3 per cent were successful.

Public Instruction.—The number of Municipal and Aided Schools in the City remained the same as in the previous year, *viz*, 2 and 9 respectively. The expenditure incurred under this head was Rs. 6,778 against Rs. 6,138 in the previous year. Four branch libraries were in existence at the beginning of the year and one more was added in the course of the year. The total expenditure incurred under this head amounted to Rs. 6,327 against Rs. 6,511 in the previous year.

Vital Statistics.—The number of births and deaths registered during the year was 3,266 and 5,977 against 3,286 and 3,473 respectively in the previous year. The death rate was 67·42 against 39·1 per mille. The increase in the number of deaths was chiefly contributed by deaths under Influenza. Infant mortality during the year continued to be high being 638 against 647 in the previous year.

The Bangalore City Improvement Committee.—The Committee met 9 times during the year and disposed of a number of important questions.

The question of financing a comprehensive sewerage scheme for the old City and extensions was still engaging the attention of Government during the year under review.

Estimates were submitted by the City Improvement Committee for laying out a New Bamboo Bazaar and were duly sanctioned during the year.

The work in connection with the construction of the interior stalls of the General Market was commenced during the year and has made some progress.

The expenditure incurred on the City Improvement Works amounted to Rs. 56,127 and the contribution from State Funds therefor to Rs. 46,897.

General.—The work of the Municipal Council during the year continued to be satisfactory, though the year was one of exceptional difficulty due to adverse seasonal and war conditions and the thanks of the Government are due to the President and the Municipal Councillors for the zeal and earnestness with which they have discharged their duties.

G. O. No. R. 8542-9—ML. 103-19-32, dated 31st January 1920.

MUZRAI.

Collection of fees during Jatras.

PAYMENT OF COMMISSION.

The collection of fees at the jatras is not part of the legitimate duties of Taluk Gumastas and other officials and where these officials are employed on such work in addition to their ordinary duties, Government consider that they are entitled to the payment of a suitable commission for it.

The reports received from the Deputy Commissioners show that the practice in respect of payment of commission is not uniform in the districts. In some places the right to levy the fees is sold by auction or given out on contract; and in such cases, the question of the payment of commission does not arise. In others, the collections are made either by the temple servants and Dharmadarsis or by the village officials or by Taluk officials or by more than one of these agencies co-operating with one another. In such cases, Deputy Commissioners are authorised to sanction at their discretion a commission not exceeding 3 per cent of the collections to the official agency employed for the purpose, provided that no other paid agency is employed or entertained for the work, and that the officials who are deputed to do the work attend to it along with and without prejudice to their ordinary duties.

G. O. No. 1932-41—Muz. 526-11-11, dated 5th January 1920.

Charitable Endowments.

PAYMENT OF A HIGHER RATE OF INTEREST.

Government direct that the rate of 5% interest allowed under the Government Order of 30th July 1917, will have effect only up to 29th July 1922, inclusive, provided that in the case of endowments in which payment at 5% has been specially sanctioned for a period of five years from the date of the orders accepting the endowments, such orders shall be given effect to.

With regard to endowments offered prior to the Government Order of 30th July 1917, and accepted under the Government Order of 15th July 1909 also, interest at 5% will be paid for the period from 30th July 1917 to 29th July 1922, both days inclusive.

In the case of endowments already accepted in which the whole amount promised has not been paid up, the payment of enhanced interest at 5% as above will be allowed subject to the donors fulfilling the terms of their promises.

G. O. No. Fl. 4002-51—G. F. 36-18-14, dated 8th January 1920.

MISCELLANEOUS.

Officials seeking promotions in other departments.

It has come to the notice of Government that officials often leave the department in which they are employed and seek employment in another in order to improve their prospects, but nevertheless put in claims for *pari passu* promotions in their original department whenever possible.

Government consider such a tendency to be detrimental to the interests of departmental work and efficiency, and direct that it should, in future, be discouraged by denying promotions to those who leave of their own accord one department to take up an appointment in another.

This ruling will not apply to officials who may be transferred by their official superiors, in the interests of Government work, to appointments in other departments for a definite term not exceeding three years in all, and to those who are appointed to offices or departments which have been sanctioned by Government on a temporary tenure. It will also not affect the grant of increments falling due periodically to officials who hold appointments on progressive salaries in their original department at the time of transfer.

G. O. No. 1108-1157 --E. A. G. 410, dated 8th January 1920.

Impressment of Carts.

In inviting the attention of Deputy Commissioners of Districts to the discussions in the April Session of the Representative Assembly of 1919, on Subject No. 154, *re* impressment of carts and the reply of Government in the matter, Government direct Deputy Commissioners of Districts to call the attention of subordinate officers in their districts to the Chief Commissioner's Notification No. 4686—G. 75, dated 18th November 1873, appended below and to issue instructions that in impressing carts for public purposes, carts belonging to the locality should be impressed as far as possible.

Chief Commissioner's Notification.

"The indiscriminate seizure of carts, more especially of those engaged in trade, is obviously so great an evil, that the Officiating Chief Commissioner desires to call the attention of District Officers

to this fruitful source of complaint, and to remind them of their duty to give their careful attention to prevent it and to punish severely every instance of such abuse on the part of peons that may come to their notice. In the opinion of Mr. Gordon, it would be by far the best and most satisfactory solution of the difficulty, in every practicable locality to arrange with a contractor who may volunteer to procure carts that are known to be available on hire. But where this cannot be done, a vigilant watch should be kept over the proceedings of the underlings detailed for this duty, and Amildars should be warned to prevent to the utmost of their power the indiscriminate and unnecessary impressment of more carts than may be really required on public emergencies."

O. M. No. G. 15322-81—G. M. 132-19-1, dated 8th January 1920.

Government Gardens and Parks.

REVIEW ON THE REPORT FOR 1918-19.

The year was on the whole an unfortunate one for Horticulture, on account of a very hot and rainless summer, and the outbreak of Influenza in October and November which made labour for the gardens scarce. It is gratifying to observe that in spite of the adverse conditions the gardens have been kept in condition.

The Department gave technical advice about flower, vegetables and fruit gardens to persons requiring the same and during the period of the scanty food supply, helped the Agricultural Department by publishing small leaflets on the cultivation, yield, etc., of some common food products such as potato, maize, French beans, etc. An exhaustive note on *Sisal Hemp* was published in English and Kannada in the form of a bulletin.

Horticultural Shows.—The Summer and the Winter horticultural shows were held as usual on the first Saturday in the months of August and February respectively. In spite of the adverse seasonal conditions the general effect at the shows was up to the average. The gate collections at both the shows amounted to Rs. 2,156-12-0, while the expenditure on prizes and other charges was Rs. 2,595-14-8. Government are glad to note that the shows have become almost self-supporting.

Horticultural Education.—The Horticultural class continued throughout the year since its re-opening in November 1917. The question of the further continuance of this class and on the lines on which it may be continued is under consideration.

A mali class was started as an adjunct to the Horticultural School with provision for fifteen students who were to be granted a scholarship of Rs. 10 each per mensem. There were nine students in the class during the year.

Lal-Bagh.—The Lal-Bagh continued to be popular. A scheme

for the supply of water to the higher parts of the Lal-Bagh was partly carried through, during the year under review. The lotus pond was deepened. Conditions of war prevented the introduction of seeds and plants to a large extent, but some varieties of oranges and cork trees from Japan were however planted. The Seed Depot and Sale room did good work during the year and the proceeds from the sales amounted to Rs. 6,732 as against Rs. 6,350 in the previous year. A reading room was formed containing all the journals received in the Department. The Restaurant has become popular and is highly resorted to by the visitors.

Cubbon Park.—The park was improved by the demolition of mantaps near the Ulsoor gate and the filling up of three deep wells.

Parks and Gardens at Mysore.—There were no new improvements in the parks and gardens at Mysore on account of weather conditions. The Fort Garden was laid out and some annuals were planted, at a total cost of about Rs. 11,000. The Daria Dowlat Bagh at Seringapatam was maintained in good condition.

Sunkal Tank Farm.—The Farm also suffered for want of rain and on account of the usual difficulties in the sewage water of the city being made available for its use exclusively. Sewage distribution channels were made and an electric motor pump installed during the year. The revenue realised from all heads was Rs. 2,619-13-11 against an expenditure of Rs. 6,041-7-7. It should be the aim of the Superintendent to develop the farm so that it may be made self-supporting as far as possible.

Expenditure.—The total expenditure on the Gardens Department during the year amounted to Rs. 67,218-3-4 against Rs. 61,280-5-5 for 1917-18, of which Rs. 43,714-12-5 was for improvements and Rs. 23,503-6-11 for establishment.

The total receipts under all heads amounted to Rs. 11,125-2-4 so that the net expenditure over the Department is Rs. 56,093-1-0.

G. O. No. G. 15408-9—G. M. 108-19-5, dated 8th January 1920.

Government Stud Farm at Kunigal.

REVIEW ON THE REPORT FOR 1918-19.

There were on 1st July 1919, 14 stallions, 144 mares, and 111 foals in the Farm as against 12 stallions, 126 mares and 104 foals in the year previous, showing an increase of 2 stallions, 18 mares and 7 foals. The value of the stock on hand is estimated at Rs. 1,32,194.

During the year under review 14 horses bred at the Stud Farm were sold at Calcutta at an average price of Rs. 2,603 indicating an increase of about Rs. 900 over the average price per animal secured in the previous year.

The cost of maintenance of the Farm and the total realizations amounted to Rs. 65,599 and Rs. 37,028, respectively, against Rs. 47,816

and Rs. 36,122 in the previous year. The increase in the expenditure on the Farm was due mainly to an increased cost of Rs. 24,128 under "Feed and keep of Live Stock."

A successful pony show was held during the year, at which the prizes were distributed by His Excellency Lord Pentland, late Governor of Madras.

G. O. No. G. 12912-14--Mily 221-19-3, dated 4th December 1919.

Food Control Operations.

PRESS COMMUNIQUE.

Reports received from several parts of the State show that there is a general impression prevalent that the Government will shortly remove the existing restrictions on the export of food grains and that merchants are attempting to buy up the newly harvested crops at very high prices in the expectation of being allowed to export them or of otherwise profiteering on them. The Government desire to make it widely known that control will be maintained over the crop recently harvested and that they have no intention at present of withdrawing the restrictions on the export of paddy, rice, ragi and jola until normal conditions are restored. The control over horsegram will also be re-introduced at once. Not only will exports by rail be controlled by priority certificates, but frontier ookads and frontier police patrol staffs will be continued wherever necessary.

In view of the present seasonal conditions and of the satisfactory outturn of the crops now being harvested, and in the expectation that stocks would come freely into the market and that prices would go down, Government considered it unnecessary to continue the sale of food grains through Government agency, and ordered the closure of the Government Depots in the mofussil with effect from the 1st January 1920. It is now reported that stocks are being held back from the market and prices are being forced up. The Government desire to make it known that they will take all measures necessary, for keeping up sufficient supplies of food grains in the market by commandeering where necessary and for preventing profiteering, under the powers vested in them by the Defence of India Regulation. Sales will be organised through co-operative societies as far as possible and the depots will be continued wherever necessary.

G. O. No. G. 15610—P. P. 6-19-193, dated 9th January 1920.

Food Control.

GOVERNMENT'S FUTURE POLICY.

In view of the present seasonal conditions and of the satisfactory outturn of the crops now being harvested, Government expected that

stocks would freely come into the market and that prices would go down and considered it unnecessary to continue the sale of food grains through Government Agency. They accordingly ordered the closure of the Government Depots in the mofussil with effect from the 1st January 1920.

The reports now before Government show, however, that attempts are being made to buy up the newly harvested crops with a view to export them as soon as the embargo on export is removed, that prices have been rising everywhere and markets are not adequately supplied.

Government have separately issued a Press Communiqué indicating the lines of their future policy and are now pleased to issue the following instructions in pursuance of the same:—

(1) The post of Food Controller and his office and the food control staff in all districts and taluks will continue until further orders, but the Deputy Commissioners, the Food Controller, the Revenue Commissioner and the Inspector-General of Police will have discretion to disband any portion of the staff working under them that are considered unnecessary to give effect to the future arrangements. Depot staffs will, however, be disbanded except to the extent indicated in para (3) below.

(2) The Food Controller will take steps to import as speedily as possible the January allotment of rice from Burma and Bengal in its entirety. The imports may be arranged for as far as possible through merchants agreeing to sell under control and through co-operative societies.

(3) Sales of imported food grains should, as far as possible, be arranged through co-operative societies and where this course is not feasible, through Government or Municipal Depots. Depots will be re-opened for the purpose wherever the Deputy Commissioner or Food Controller may consider necessary, and on their being re-opened, the staff previously sanctioned for them may be re-entertained. Retail sales by importing merchants on their private account should be under strict control as in 1919.

G. O. No. G. 15611-24--P. P. 6-19-194, dated 9th January 1920.

Archæological Department.

REVIEW ON THE REPORT FOR 1918-19.

The Director inspected 102 villages and examined 180 new records.

Work at headquarters.—One hundred and eighty-eight records were copied during the year. A set of copper plates received from the Agent of the Paradesiswami Matha at Keregodi Rangapura, Tiptur Taluk, is of some historical value, as it records a grant by a Ganga King, Rajamalla II, to a Saiva Teacher of the name of Netra Siva in the 9th century.

Two monographs, one on the Kesava temple at Belur and the other on the Lakshmi Devi temple at Dodd-Gaddavalli Nos. II and III of "Architecture and Sculpture in Mysore" in the Mysore Archaeological Series, were printed during the year. The translations of the Kannada texts of the revised edition of the Sravanabelagola volume and the general index to the volumes of the Epigraphia Carnatica made some progress during the year.

About 200 photographs of views of temples of artistic merit were prepared and sent to the Deputy Commissioners of Hassan and Kadur for sale to the public. About 45 photographs were sold in the Archaeological Office. Forty copies of the Monograph on the Kesava temple were also sold during the year.

G. O. No. G. 16394-5—G. M. 128-19-2, dated 17th January 1920.

Lantana Pest.

MEASURES FOR ITS EXTIRPATION.

It is seen that owing to increased jungle growth and spread of the lantana pest which have given harbour to wild animals, a large extent of occupied land has been relinquished in the Hunsur Taluk, and that the Hanagode and Harnahalli hoblis, portions of Periyapatna and Bettadapur hoblis, and the southern portions of the Bilikere hobli bordering on the Heggaddevankote Taluk, are becoming gradually depopulated.

The Government order of the 18th November 1910 provides for the grant of concessions for the removal of lantana from occupied and unoccupied lands and lays down the procedure to be adopted for its removal in other lands as noted below:—

(1) In the case of occupied lands remission of assessment for five years if the Deputy Commissioner is satisfied that in spite of reasonable precautions taken by the occupant, the land is overgrown with lantanas.

(2) In the case of unoccupied assessed and unassessed lands, remission of assessment for 12 years with a view to encourage persons to take up such lands for cultivation subject to certain conditions.

(3) In the case of kharab and gomal lands and lands set apart for communal purposes, people are required to co-operate and adopt united action to remove the pest, and in default, the privileges granted to them in respect of those lands are liable to be suspended. If, however, the growth is so great as to be a menace to the health of the neighbouring people or a source of obstruction to efforts which are being made for its destruction in the vicinity and its removal is likely to be too costly for the raiyats to undertake, the clearance is to be effected by means of special funds provided by District Funds.

(4) In the case of village sites which are under occupancy, the owner or occupant is liable to be punished under the village sanitation

rules for not keeping the site clear of noxious vegetation. As regards unoccupied sites, the duty of keeping them clean and free from vegetation, lies on District Boards and the Municipal Councils.

(5) The order also provides for the grant of takavi advances for the clearance of lantana at the discretion of the Deputy Commissioner.

It is regretted that in spite of the provision of these remedies, the pest has been allowed to assume such proportions that the resources of the local bodies or individuals are inadequate to eradicate it. As the pest has now become a serious menace to the agricultural population, Government consider that more liberal concessions and more vigorous action to remove the pest than are provided in the Government order of 1910 are immediately called for.

The Revenue Commissioner has proposed the following measures :—

(a) Liberal grants under the Village Improvement Scheme for the removal of lantana from unoccupied village sites, the contribution of half the cost payable by the villagers being waived in deserving cases at the discretion of the Deputy Commissioner.

(b) A special grant from Government to the District Fund for the clearance of lantana from unoccupied lands.

(c) The appointment of a Sanitary Inspector temporarily for one year to supervise the work in the taluk.

(d) The grant of a bonus not exceeding Rs. 10 per acre at the discretion of the Deputy Commissioner besides the concession sanctioned in the order of November 1910 to persons undertaking to bring the land under cultivation.

(e) Legislation to make it obligatory on the part of the occupants to keep their lands free of the pest.

(f) The Forest and the Amrut Mahal Departments to take effective action for the clearance of the weeds on lands under their control.

Government have given the matter their best consideration and direct as follows:—

(i) In the case of occupied lands obtained or held under the concessions granted by Government, the responsibility of the land owners or occupants to keep their lands clear of vegetation should be strictly enforced. The concessions allowed by the Government Order of the 10th November 1910 may be granted more freely than at present.

(ii) In the case of unoccupied lands (assessed and unassessed) if persons do not readily come forward to take them up for cultivation on the conditions laid down in the Government Order, immediate action should be taken by the local officers to remove the pest by employing a special agency, if necessary, the cost involved being debited to Government. The lands thus cleared of lantana should be disposed of at once for cultivation by sale in public auction.

(iii) As regards vacant sites the local bodies should see that they are kept in a sanitary condition and should actively help in

removing rank growth on unoccupied sites in villages. In the case of occupied village sites the Village Sanitation Rules should be strictly enforced as directed in paragraph 12 of the Order of the 18th November 1910 and prompt steps should be taken to prosecute the owners of such sites, should they persist in their failure to remove such growth in spite of notices served on them under the rules. Immediate action should be taken to amend the Village Sanitation Regulation and rules thereunder so as to empower the local authorities to carry out themselves the work of removal of such growth on occupied village sites on failure of the owners to do so and to recover the cost thereof as a revenue demand.

(iv) As regards communal lands (including gomal) and unoccupied village sites the removal of the pest should be undertaken under the Village Improvement Scheme, the contribution from the villagers being limited to one-third of the cost, the remaining two-thirds being borne by Government.

(v) In the case of lands under the control of Government Departments, the Heads of Departments concerned should, with a view to induce the people to exert in this important direction, set an example by making it a point to see that the lands in their charge adjoining occupied lands, communications, and village sites are kept clear of lantana at least up to a limit of 100 yards and take the necessary action for the eradication of the pest so that the efforts made to remove it from the adjacent agricultural communal lands and village sites may be attended with successful results without affording scope for its regeneration.

(vi) The Revenue Commissioner is therefore requested to impress upon all local officers the importance of the extirpation of lantana and other rank growth and to see that these officers carry out the measures needed and enforce the rules framed for the purpose. He is also requested to state the amount required to meet the Government share of the expenditure and point out the source to which the charge may be debited.

(vii) Immediate action should be taken to give effect to this order and a half-yearly progress report submitted.

G. O. No. R. 8362-422--L.R. 281-17-5, dated 28th January 1920.

Telegraphic Offices in the State.

The loss on the working of Telegraphic offices already opened or hereafter opened at the instance of Municipal Councils or of the inhabitants of Municipal stations will in future be borne in equal proportions by Government and the Municipality concerned.

G. O. No. Fl. 5219-68—Fl. Mis. 2-18-10, dated 24th February 1920.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

The Mysore Season and Crop Report.

The Mysore Season and Crop Report for the year 1917-18 was issued during the quarter. It comprises 129 pages of statistics and in order to enable our readers to better appreciate the significance of the figures, the following review dealing with the salient features of the report is published.

Rainfall.

The average rainfall for the year 1917-18 was 41.46 inches which was 4.28 inches less than in the previous year. The rains in August, September and October 1917 were copious in Bangalore, Kolar, Tumkur, Kadur and Chitaldrug districts of the State and brought a good supply of water to the tanks in all the districts. The Mungar rains of April and June 1918 were poor and scanty in Bangalore, Tumkur, Kolar and Mysore districts, but the rainfall in May was good in all the districts in the State.

Agricultural statistics.

The following statement shows at a glance the classification of area and specification of crops during 1917-18 as compared with the figures of the previous year :—

In acres.

Year	Area under forests	Net area available for cultivation	Area under cultivable waste (dry) not in occupancy	Area under occupancy	Net area cropped	Total area irrigated
1	2	3	4	5	6	7
1917-18	2,505,936	8,570,408	678,204	7,802,121	6,459,142	1,001,150
1916-17	2,193,322	8,580,039	718,204	7,773,754	6,522,670	1,006,550

Year	Area in acres under								
	Paddy	Ragi	Horsegram	Cholam	Sugar-cane	Cotton	Coffee	Potato	Cocoanut
	8	9	10	11	12	13	14	15	16
1917-18 ...	818,347	2,317,396	734,349	608,001	44,328	155,657	108,175	4,072	98,197
1916-17 ...	803,824	2,313,644	736,376	659,025	36,088	134,543	104,416	3,742	80,001

The total area under forests shows an increase of 312,614 acres, which has resulted in a corresponding diminution in the extent of other lands not available for cultivation.

The area under cultivable waste (dry) not in occupancy shows a decrease in all the districts, the decrease in the Shimoga, Kadur and Kolar districts being due to more lands having been brought under cultivation.

The total area under occupancy rose to 7,802,121 acres of which very nearly 83 per cent was cultivated. But the net area cropped during the year was 63,528 acres less than that in the previous year, owing to unfavourable seasonal conditions.

The area cultivated with paddy was $\frac{1}{10}$ of the area available for cultivation, that under ragi $\frac{1}{4}$ th, under horsegram $\frac{1}{12}$ th, under cholam $\frac{1}{14}$ th and under sugar-cane $\frac{1}{20}$ th.

The incidence of land revenue per head of population was Rs. 1-14-3, as against Rs. 1-14-2 in the previous year.

Out-turn of crops.

The next following statement shows the estimated actual out-turn of selected crops during the year 1917-18:—

Name of crop	Area (in acres)		Estimated actual out-turn (pallas)		Proportion to standard out-turn (in terms of annas in the rupee)	
	1916-17	1917-18	1916-17	1917-18	1916-17	1917-18
1. Paddy ..	803,824	818,347	4,327,470	4,438,632	9·8	9·8
2. Ragi ...	2,313,644	2,317,396	6,309,355	6,375,196	9·6	9·6
3. Horsegram ...	736,376	734,349	673,280	627,243	8·9	8·0
4. Cholam .	659,025	608,001	1,124,516	1,010,201	9·1	8·7
5. Sugar-cane ...	36,088	44,328	2,956,004	3,634,091	10·7	11·1

Paddy.—There was an increase in the acreage under paddy during the year by about 14,500 acres over that of the preceding year. The average out-turn of the crop for the State remained the same, namely 9·8 annas in the rupee. The highest yield, *viz.*, 16 anna crop was obtained in Anekal, Tiptur, Gundlupet and Tirthahalli taluks and the lowest in Dodballapur and Hoskote taluks which secured only 4 and 4·3 anna crops respectively, while the yield was between 5 and 7 annas in three taluks of the Kolar district and one taluk in each of the Bangalore, Tumkur and Mysore districts.

Ragi.—There was a net increase of about 4,000 acres in the area under this crop. The average estimated yield for the State was 9·6 annas as in the previous year. About half the number of taluks yielded estimates between 8 to 10 annas, Anekal, Arakalgud and Challakere taluks securing the maximum results. The yield was below 8 annas in the rest of the taluks of which Narasimharajapura, Molakalmuru, Hoskote, Manjarabad, Malur, Kumsi and Sorab fared badly with a poor crop ranging from 3·6 to 6 annas.

Sugar-cane.—The acreage under sugar-cane works out to about 38 per cent in excess of the area of last year. In respect of out-turn, Tumkur, Mysore and Shimoga districts produced good results during the year and Bangalore stood stationary, while in the other districts there was a slight fall in the out-turn, Kadur district showing a poor crop with only 5·8 annas in the rupee. It is satisfactory to note that sugar-cane fared best among the crops now under review, almost every taluk securing yields ranging from half to full standard rates. The taluk of Nelamangala headed the list with a 17 anna crop while an out-turn of 16 annas was realised in five taluks in the Mysore district, four in the Chitaldrug district and two in each of the Bangalore, Kolar and Hassan districts and one in each of the Tumkur and Shimoga districts. In Chikmagalur, Kadur and Manjarabad taluks the yield was poor being only 4·4, 5·2 and 6·8 annas respectively and the extent under cultivation in the last of the above three taluks was not more than 14 acres.

Exports and Imports.

The statement given below shows the extent of imports and exports of certain select agricultural products for the year 1917-18, as compared with the previous year:

Name of article	Imports		Exports	
	Quantity (Maunds of 83½ lbs.)	Cost Rs.	Quantity (Maunds of 83½ lbs.)	Cost Rs.
Raw cotton ...	1916-17 66,926	1,338,987	116,993	2,295,046
	1917-18 44,155	2,030,210	211,337	9,459,180
Tanning Barks ...	1916-17 24,377	78,690	252,863	796,790
	1917-18 37,858	281,032	187,347	1,396,910
Cocoanut ...	1916-17 27,136	85,402	150,240	481,075
	1917-18 37,386	149,003	75,886	304,427
Coffee ...	1916-17 11,577	150,912	24,595	797,518
	1917-18 4,122	94,947	34,594	794,507
Paddy ...	1916-17 7,293	22,530	604,221	1,893,921
	1917-18 48,045	144,787	335,836	1,012,126
Rice ...	1916-17 710,922	1,263,103	8,139	48,927
	1917-18 776,810	4,627,929	29,482	175,088
Ragi ...	1916-17 1,136	2,485	553,530	1,593,536
	1917-18 721	1,593	538,657	1,195,813
Sugar—				
(1) Refined ...	1916-17 106,623	1,625,091	15,806	210,023
	1917-18 92,407	1,396,447	10,415	154,660
(2) Unrefined ...	1916-17 8,486	107,970	124,576	1,305,668
	1917-18 31,567	457,240	111,148	1,599,863
(3) Jaggory ...	1916-17 13,722	102,788	152,746	1,026,503
	1917-18 38,213	236,140	182,381	1,105,651

The principal articles of export were raw cotton, tanning barks, fresh fruit, cocoanut, copra, coffee, grain and pulse, jawar and bajra, paddy, rice, ragi, castor, gingelly, cotton seeds, cardamom, refined sugar, unrefined sugar and jaggory. There was a noticeable increase in the export of raw cotton (94,344 mds.), jawar (91,546 mds.), rice (21,343 mds.), cotton seeds (129,342 mds.) and jaggory (29,635 mds.). Raw cotton was exported to the value of nearly 94½ lakhs of rupees, while its import amounted to only Rs. 20 lakhs. There was a very large export of Jawar and bajra with a corresponding fall in its import. As a result of these transactions, there was a net balance of nearly 156 lakhs of rupees in favor of the Mysore State.

Paddy and rice were imported in larger quantities than in the previous year. Paddy of the value of nearly 10 lakhs of rupees was exported but this was more than counterbalanced by the import of rice to the value of nearly 46 lakhs of rupees.

The other principal articles of import were tanning bark, fresh fruit, cocoanut, copra, dried fruits and nuts.

Wholesale prices.

Rice (1st sort).—The price of rice (1st sort) as compared with the previous year showed a rise in all the districts which was due to partial failure of rains and the continuance of the European War. It was almost uniform in Kolar district, but fluctuated more or less in other districts. The maximum and minimum prices in the State were 24 rupees per palla in the Bangalore District and Rs. 15 in the Hassan and Chitaldrug districts.

Rice (2nd sort) —There was also a rise in the price of rice (2nd sort) in all the districts as compared with the previous year. The maximum and minimum prices in the State were Rs. 21 per palla in the Bangalore district during the fortnight ending 31st May 1918 and Rs. 12-8-0 in the Kolar district during the fortnights ending 15th and 31st July 1917, respectively.

Ragi.—The prices of ragi, the staple food in Mysore, showed a slight rise in the average price in all the districts as compared with the previous year. The lowest price of ragi was Rs. 5 per palla in the Shimoga District during January 1918 as in the previous year.

Cholam.—It is a staple food only in Bangalore, Mysore, Shimoga and Chitaldrug districts. The prices remained the same in Bangalore district as in last year and showed a rise in Mysore, Shimoga and Chitaldrug districts.

Bengal Gram.—The prices of this food grain showed also a rise in all the districts as compared with the previous year. The maximum price for the State was Rs. 20 per palla in Shimoga district during May and June 1918 as against Rs. 13 in the same district during the corresponding fortnight of last year.

Salt.—There was a general rise in the price of salt and it was most marked in Hassan (36%), Shimoga (43%) and Kadur (32%). There was an appreciable rise in the average prices of all the principal food grains during the year as a result of the conditions brought about by the War.

Food Control Operations.

SALE OF RICE THROUGH CO-OPERATIVE SOCIETIES.

Registrar's Circular.

In their Proceedings No. G. 15611-24—P. P. 6-19-194, dated 9th January 1920, the Government have ordered that food control operations in the State be continued until further orders and that the agency of co-operative societies be fully made use of both for the import and for the sale of rice. The following instructions are accordingly issued for the guidance of all co-operative societies in the matter:—

(1) Facilities will be provided by the Food Controller for co-operative societies organizing imports of rice from Bengal, Burma and possibly also Madras. Such of the co-operative societies as desire to take up the work are requested to immediately communicate their requirements for February 1920 to the Registrar and needful arrangements will be made for the importation of rice with the help of the Food Controller. Notice of monthly requirements should be given to the Registrar at least three weeks before the rice is required.

(2) Arrangements will also be made for the supply of rice to co-operative societies which do not or cannot take up the importation of rice but desire to take up its sale. Here also notice should be given to the Registrar of the fortnightly requirements of societies.

(3) Co-operative societies should generally make payments for rice purchased at or before the time of the delivery of rice. In exceptional circumstances, a fortnight's supply will be given on credit not exceeding Rs. 500 in any case, which should be paid in full before a second supply. Applications for such credit should be made to the Registrar.

(4) The societies should sell the rice at the rates fixed by the Registrar in consultation with the Food Controller to *bona fide* consumers both members and non-members in limited quantities. Any discrimination in favour of members can only be made with the previous approval of the Registrar.

(5) Sales to non-members should be for cash and in the case of societies obtaining rice on credit, sales to both members and non-members should be only for cash.

(6) Societies undertaking this business should send early in the first and third weeks of every month their indent for the next fortnight and the indents should be accompanied with a statement showing the quantity of rice obtained in the previous fortnight, quantity sold for cash and on credit, quantity sold to members and non-members and the number of persons to whom it was sold.

(7) The purchase and sale of rice each time should be made on behalf of the society and brought on the books of the society and the committee members of the societies should see that no irregularity is allowed in the distribution of rice and that no opportunity is given to any office-bearers disposing of the stock at their own price without bringing the same to the accounts of the society.

It is satisfactory in this connection to be able to state that during the past 8 or 10 months nearly 200 societies have been actively interesting themselves in the sale of rice and that, in spite of the large volume of transactions involved, irregularities have been few and of a minor character. It is hoped that a large number of societies will take up the work now and the irregularities will be still fewer.

PART III—EXTRACTS.

AGRICULTURE.

Agricultural Department, United Provinces.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918-19.

Sir Harcourt Butler would welcome a closer association between the Co-operative and Agricultural departments, and in this connection he would invite the attention of the Registrar of Co-operative Societies to the Director's remarks regarding the assistance given by the societies at present. "Few of the Banks," he writes, "are prepared to do more than sell seed grown or bought in by the department; they thus act rather as adjuncts of the department than as co-operative supply associations, carrying on a business of their own. The development of the co-operative sale of produce and of agricultural requisites in these provinces has been slight."

One of the most important questions in connection with agricultural improvement is concerned with reclamation of waste land. Land improvement schemes are being at present carried out in Oudh and directed towards the reclamation of a certain class of *usar* land; while in Bundelkhand efforts are being made to reclaim land eroded by waste within recent years by the scouring action of water running into the drainage channels and smaller rivers. The zamindars have been in the habit of erecting small *bandhs*, but large works are beyond their power. An area in the Jalaun district which is periodically subject to famine has been selected and here the construction of the *bandhs* will be undertaken by the Irrigation Department which has appointed a special officer for the purpose. The importance of this work cannot be over-estimated, and it is encouraging to note that some of the larger landholders are directing their efforts in the same direction.

Perhaps one of the most hopeful signs in connection with agricultural progress generally is the greater interest now being taken by the larger zamindars. Private farms opened by zamindars and run by them on modern lines with the assistance and advice of the department are increasing. As might be expected they are more numerous in Oudh than in the Agra province, estates being larger in the former province and subordinate tenures less numerous. One of

the most promising features in connection with the Oudh farms is that to provide for the extensions, waste or highly precarious land is being taken up and improved. These farms are of great assistance in the work of demonstration. By the use of improved implements and manures quite as good yields are often obtained as on the farms of the department. The Director instances a yield of 32 maunds of wheat an acre on the farm of Thakur Jagannath Bakhsh Singh. These farms, as the Director remarks, form a most useful connecting link between the department and the agricultural community generally. His Honour trusts that with the greater interest in agricultural problems that is now being shown by the landholding classes it will soon be possible to obtain their assistance in greater numbers than at present on the newly-constituted Board of Agriculture.

EDUCATION.

Public Inspection in Bengal.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918-19.

During the year 1918-19 the total number of educational institutions, both public and private, rose from 50,887 to 51,701, but the pupils attending them decreased by 33,738, *viz.*, from 1,965,273 to 1,931,535, a result attributed by the Director of Public Instruction to adverse economic conditions, failure of crops and the prevalence of influenza and other diseases.

The total expenditure rose by $22\frac{2}{3}$ lakhs and aggregated $277\frac{1}{2}$ lakhs, of which 86 lakhs were granted from Provincial revenues, $15\frac{1}{3}$ lakhs were contributed by local bodies (mainly from grants placed at their disposal by Government), $126\frac{1}{2}$ lakhs were realized from fees and $49\frac{1}{3}$ lakhs were obtained from private sources, such as subscriptions, donations, etc.

Collegiate Education.

Two new Arts colleges, teaching up to the intermediate standard, were established, one at Faridpur and the other at Bagerhat, the number of Arts colleges for Indian male students consequently rising from 31 to 33. Of these, seven were under Government management, one was under municipal management, 12 were aided and 13 unaided. The number of students rose from 20,318 to 20,616 and the expenditure increased by Rs. 1,02,754, bringing up the total to $19\frac{1}{3}$ lakhs, of which nearly a third was derived from provincial revenues. The new system of post graduate teaching undertaken by the University of Calcutta led to a considerable decrease in the number of post-graduate students in the Presidency College.

Secondary Education.

While the number of high schools for boys showed an increase of 81, the number of middle schools fell by 46, owing mainly to the conversion of a number of those institutions to high schools. The middle vernacular schools are steadily losing popularity and, as the Director of Public Instruction observes, there is now little demand for them. On the other hand, there has been a steady increase of high schools, the number of which has arisen by 114, or 16 per cent., in the last two years. The increase of pupils has, however, been scarcely commensurate, the total of those under instruction rising in the same period by only 14,406, or 6.6 per cent.; there is reason to

believe that in some places this disproportionate growth of schools and pupils is due to rival high schools springing up, with consequent overlapping. The manual instruction classes which were opened in 1915-16 as an experimental measure in selected secondary schools having proved successful, Government sanctioned their permanent retention during the year under review. The question of improving the secondary schools in the Presidency has long been engaging the attention of Government, and a scheme for their improvement involving a cost of Rs. 4,47,000 has recently been sanctioned.

Primary Education.

The number of primary schools for boys increased by no less than 1,486 in 1917-18, but during the year under review there was an addition of only 197 schools, while enrolment fell by 38,277 (8,068 in upper primary schools and 30,209 in lower primary schools). The decrease in the number of pupils is shared by all the divisions in the Presidency and is ascribed by the Director of Public Instruction to economic stress and the ravages of epidemic diseases. The number of Hindu pupils in primary schools for boys fell by 4·3 per cent. and that of Muhammadan pupils by 2·3 per cent.

During the year the Government of India sanctioned a recurring grant of 5½ lakhs for the improvement of primary education, and with the help of this grant the Education Department was able to resume the panchayati union scheme which was started some years ago in Eastern Bengal with the object of providing each union with a decent primary school, but had to be suspended owing to financial stringency. Under this scheme 119 primary schools for boys and 30 for girls were established during the year, and the grant will ensure similar progress each year, so that in course of time every union will have a primary school conducted on improved lines. Owing to this and other Imperial grants the proportion of the expenditure on primary education met from public funds has risen with a corresponding lessening of the ratio borne by fees. On the creation of the Presidency public funds contributed under 30 per cent., but in the year under review they contributed nearly half of the expenditure. Large additional resources are required for further expansion. The number of schools is still inadequate, the provision for the training of teachers is insufficient, while the housing and equipment of the schools are poor.

Professional and Technical Education.

The study of law continues to maintain popularity, the number of students rising from 3,054 to 3,149. Out of 1,131 candidates who appeared at the B. L. final examination, 493 passed during the year. Owing to the demand for trained artisans consequent on the industrial development of the country, the number of students in technical and industrial schools increased. With the object of improving the training of mechanical engineers a committee was appointed by Government to work out a scheme for recruiting students for the

mechanical engineering classes of the Civil Engineering College at Sibpur from among apprentices trained at the Eastern Bengal Railway workshops at Kenchrapara. A system by which visiting lecturers deliver courses of lectures in special subjects, such as municipal engineering, river engineering and structural engineering, has been instituted in the college. Proposals for the improvement of the Dacca School of Engineering, which have since been sanctioned, were submitted to Government during the year under review; a three years' course for the overseer department was introduced in the school as an experimental measure. Owing to the rise in the price of cloth, there was a demand for the development of hand-loom weaving, and six peripatetic centres of instruction were established. A scheme for giving practical training in mine surveying at the collieries to passed students of the survey school at Maimanati has been brought into effect.

Education of Indian girls and women.

There was noticeable expansion of female education during the year under review, the number of institutions for Indian girls increasing by 622 and the number of scholars by 8,215. The number of Hindu girls declined by 1,635, while that of the Muhammadan girls increased by 9,918.

Peripatetic needle work teachers have done useful work which is appreciated by the Indian community.

On the creation of the Presidency the Hindu girls under instruction outnumbered the Muhammadan girls by 40,000; but since then the Moslem community has shown an increasing readiness to take advantage of the opportunities offered them for the education of the girls, while the Hindus have lagged behind. Since 1912-13 the number of the latter has risen by only 21,000 or 17 per cent.—during the year under review there was actually a small decrease—whereas the enrolment of Muhammadan girls in the same period has risen by 63,000 or a little over 70 per cent.

Muhammadan Education.

The total number of Muhammadan pupils in institutions of all kinds decreased by 8,561, the net result of an addition of 9,455 female scholars and a loss of 18,016 male scholars; but the falling off, which represents under 1 per cent., was less than among the Hindus, who lost 24,853 scholars or $2\frac{1}{2}$ per cent. There was a regrettable decrease of 5,642 Moslem students in secondary schools, but there was no falling off either in professional colleges or in medical, engineering, technical and industrial schools, while in madrasahs the number increased by 1,571, or a little over 7 per cent. Additional grants were sanctioned during the year to enable District Boards to aid maktabas at a higher rate, and the number of those institutions rose by 1,600 and their enrolment by 36,000.

Public Instruction in Madras.**GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.**

Imperial grants.—In addition to grants aggregating Rs. 21·70 lakhs sanctioned in previous years, the Government of India sanctioned during the year a further recurring grant of Rs. 5·5 lakhs for the development of elementary education. The grant has been utilized towards the opening of additional elementary schools under local bodies, the raising of the minimum pay of teachers in elementary schools under public management, the appointment of additional inspecting officers and increased teaching grants to aided elementary schools.

General statistics of progress.—The total number of educational institutions—public and private—increased by 117 or 0·3 per cent, but their strength decreased by 0·2 per cent. The fall in strength was mainly in the institutions classed as private. In schools for Indians, there was an increase of 2·3 per cent in the number of students receiving secondary education, but the number receiving collegiate and elementary education decreased by 0·2 and 0·05 per cent respectively. The outbreak of influenza in a virulent form in all the districts of the Presidency during the year probably accounted for the decrease in attendance.

Total expenditure.—The total expenditure on education from all sources during the year amounted to Rs. 248 lakhs against Rs. 226·4 lakhs in the previous year. Of this sum, Provincial funds contributed Rs. 111·13 lakhs, Local and Municipal funds Rs. 21·11 lakhs and fees and other sources Rs. 115·76 lakhs, the corresponding figures for the previous year being Rs. 20·50 lakhs and Rs. 109·84 lakhs respectively. The percentages of expenditure from public and private funds to the total outlay on education were 53 and 47 per cent as against 52 and 48 per cent respectively in the previous year.

The total direct expenditure increased by nearly Rs. 15 lakhs and the indirect expenditure on secondary and elementary schools from public funds amounted to Rs. 67·86 lakhs or Rs. 8·37 lakhs more than in the previous year, and the major portion of the expenditure (Rs. 58·51 lakhs) was incurred on elementary schools. The grants-in-aid from Provincial funds to institutions under private management increased from Rs. 33·52 lakhs to Rs. 38 lakhs. There was a slight increase in the grants from local funds, while those from municipal funds fell from Rs. 56 lakh to Rs. 39 lakh. The average annual cost of education per head of the population was nine annas seven pies against eight annas nine pies in the previous year.

Secondary and Elementary Education.—During the year, the Government sanctioned subsidies to local bodies to enable them to open 49 middle schools and also to raise the status of 17 existing schools under their management. Owing chiefly to this measure, the total number of secondary schools for boys rose by 63. There was also a satisfactory increase of 2·1 per cent in the strength of the institutions.

The number of elementary schools for boys increased by 90 or 0·3

per cent, but there was a decrease in their strength by 9,115 or 0·72 per cent. The decrease was mainly in the schools under private management.

The Government sanctioned during the year subsidies to local bodies for opening 1,170 additional elementary schools for the benefit of all classes. The minimum pay of trained teachers in boys' schools under public management has been raised from Rs. 11 to Rs. 12 per mensem.

Special education.—The number of training schools for masters rose from 62 to 66 and their strength from 4,226 to 4,554. The Civil Engineering School, Vizagapatam, and the Institute of Commerce, Madras, were opened during the year.

The number of pupils on the rolls in the School of Arts and the School of Commerce, Calicut, fell by 31 and 12 respectively.

Female education.—The Queen Mary's College for women, Madras, was placed on a permanent footing and two new secondary schools for girls were opened during the year. There was further satisfactory progress in the education of Indian girls. The number of schools intended for them rose by 234 and the number under instruction by about 11,000. The Government sanctioned subsidies to local bodies for opening 432 additional girls' schools and for raising the minimum pay of women teachers in girls' schools from Rs. 12 to Rs. 13 per mensem. The strength of the three Colleges for women increased from 195 to 208, of whom 103 were studying in the Queen Mary's College and 96 in Madras Christian College for women.

Education of Muhammadans.—During the year, college classes were opened in the Government Madrasa-i-Azam, Madras, and two new Government secondary schools for Muhammadans were opened at Kurnool and Guntur. The number of institutions chiefly intended for Muhammadans increased by 195 and their strength by 8,661. The total number of Muhammadan pupils reading in public secondary schools rose from 7,443 to 7,582. During the year the Government sanctioned subsidies to local bodies for the opening of 103 additional elementary schools for Muhammadans.

Education of Panchamas.—There was further satisfactory advance in the education of Panchamas, the number and strength of institutions chiefly intended for them having risen by 371 and 4,500 respectively. During the year subsidies to local bodies were sanctioned for the opening of 82 additional elementary schools for the benefit of Panchamas. The Government also issued instructions to local bodies in regard to the removal of such obstacles as exist to the admission of the children of Panchamas into schools under public management.

Education of the blind and the deaf mutes.—The Government are glad to note the good work that is being done in the various schools for the education of the blind and the deaf mutes in the Presidency, especially those at Palamcottah.

The Director is requested to include, in future reports, a brief account of the progress of the Boy Scout movement in the Presidency.

Public Instruction in Bihar and Orissa.**GOVERNMENT RESOLUTION ON THE REPORT FOR 1918-19.**

Arts colleges.—The increase in the strength of the colleges which marked the institution of the University has been maintained, and the roll of students rose from 2,811 to 2,914. This steady growth in numbers has caused embarrassment in some colleges, and the University Inspectors have called attention in more than one case to overcrowded classes and recommended a stricter limitation of numbers in the interests alike of efficiency and of health.

Secondary education.—Although the increase of pupils was comparatively small, the number of high schools for boys rose from 106 to 114, that of middle schools from 234 to 242 and the total number of secondary schools from 497 to 525. The advance, which in the case of high schools is the largest recorded in any year since the formation of the Province, shows clearly that the external influences which so easily cause fluctuations in the progress of primary education do not affect the more advanced schools. Courses of study were framed for the school-leaving certificate examination sanctioned in the previous year, but the great majority of schools including those under direct control, have not yet been able to avail themselves of the benefit of the wide choice of subjects permitted by the new system. The difficulty is partly one of providing qualified staff but is mainly a question of finance. A scheme is being prepared for the gradual introduction of new kinds of teaching into Government schools, as funds permit, and the Lieutenant-Governor in Council trusts that this example will be followed by all aided and non-aided institutions. The influence which a wider school syllabus would have on the commercial and industrial development of India, to which all are looking forward is now generally recognized and His Honour in Council appeals, to all concerned, to do their best to take advantage of the opportunities now offered.

Primary education.—In commenting on the absence of any increase in the number of primary schools in 1917-18, Government expressed the hope that the turning point in the development of primary education had been reached. But the combination of untoward circumstances during the year 1918-19 has again falsified their anticipations. Although there was a very considerable increase in the funds placed at the disposal of local bodies for primary education, the number of schools fell from 25,827 to 25,652 and the number of pupils from 711,715 to 695,256. The decrease took place entirely among the lower primary schools, since the number of upper primary schools, which as the Director of Public Instruction points out are more stable, owing to their having more than one teacher and a larger fee income, rose from 1,738 to 1,816 and that of their pupils from 92,880 to 94,422. It is noteworthy also that, although each district shows different results, the aggregate number of managed, aided and stipendiary schools shows an increase and it is only among the unaided class that there is a net falling off. Such schools at best possess little

financial stability or assured income, while in many cases they are the private venture of a totally unqualified man. They and, in a less degree, the stipendiary schools, are peculiarly susceptible to the influence of variations in economic conditions which leave the more stable institutions untouched, while in a widespread epidemic such as occurred last year teacher and school perish together.

This constant failure to record adequate progress in elementary education in spite of an increase in expenditure of over 60 per cent since the province was founded, continues to cause the Lieutenant-Governor in Council much concern. Careful inquiries were made throughout the province during the latter half of 1918 and a variety of causes were reported as contributing to the present state of stagnation. Chief among these were the lack of appreciation among parents of the benefits of education, their unwillingness or inability to pay fees or to spare their children from agricultural operations, the want of a second teacher in most schools and the quickness with which boys leaving school at an early age lose from lack of practice what little knowledge they may have acquired. These and other causes are receiving careful attention during the examination of the programmes for the expansion of primary education in each district, which is now in progress. Further detailed inquiries will be made during the current cold weather in a number of typical villages throughout the province, in order to ascertain the relative importance of the various influences to which lack of progress has been ascribed. In the meanwhile, as Mr. Fawcus points out, one of the most obvious and pressing reforms is the substitution of the grant-in-aid for the stipendiary system. Under the grant-in-aid rules which are already in successful operation in those areas where Christian Missions are in existence, the money at present paid personally to a certain *guru* by the District Board is given as a grant-in-aid to a committee or institution on condition that a teacher or teachers with certain qualifications are maintained. The school is controlled either by a central committee or by the local residents, and does not depend for its existence and well-being on the good or bad health, or the personal idiosyncracies of one individual, whose work can be inspected by outside authority at most but twice or thrice a year. The Lieutenant-Governor in Council has repeatedly recommended local bodies to give a more extended trial to this system and trusts that in those areas where they do not exist a definite number of aided schools will be started this year.

Programmes for the expansion of primary education were prepared for all districts, but it was found that they needed considerable alteration and co-ordination. Orders were given for their revision; and amended programmes have now been received and are under examination. The schemes involve not only a considerable increase in the number of schools, but a very much greater expansion in the number of teachers generally, and of trained teachers in particular, accompanied by an improvement in their conditions of service. Measures have already been taken to increase largely the out-put of trained teachers from *guru* training schools in preparation for this

development, but the financial problems involved are at present incapable of solution.

Female education.—During the previous year or two no appreciable progress had been made in the development of female education, and it is therefore the more pleasing to observe the satisfactory increase in all classes of girls' schools in 1917-18 in spite of the adverse circumstances of the year. The number of schools rose from 2,586 to 2,634 and that of the pupils from 60,968 to 62,163. The progress was particularly marked in the case of middle vernacular schools which rose from 11 to 16. Another point worthy of comment was the very marked increase in the number of middle, upper and lower primary scholarships won by girls under the operation of the new scholarship rules.

Public Instruction in the Central Provinces.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

One of the guiding principles of the Chief Commissioner's educational policy has been the necessity of laying the foundations of education well and truly. His view is that Government should anticipate the demand for education and should not wait to meet it after it arises. With this object in view the Administration, despite the necessity for economy arising out of the war, has steadily continued to allot provincial funds freely to such objects as the enlargement of the Training College, the provision of more normal schools for the training of teachers, the lengthening of the course of training, the improvement of teachers' salaries, the provision of better buildings and better equipment for schools, better inspection and various other improvements which are so necessary if the education imparted is to get below the surface and have real effect. It may appear that the results have hitherto been incommensurate with the expenditure. The Director has commented pessimistically on the slow expansion of the number of pupils—an expansion which indeed received a severe set-back during the year under report owing to the high prices and to the ravages of influenza. But the Chief Commissioner considers that there is no reason for despondency, and there are indications already that what has been done is producing effect.

That the Administration has been ready to spend money freely on preparing the ground is indicated by the growth of expenditure from Provincial revenues on education in recent years. In the year 1912-13, the expenditure on education from this source, inclusive of money spent by the Public Works Department on educational buildings, was only twenty-one and three quarter lakhs. In the year 1918-19, which is dealt with in this report, the expenditure had risen to more than forty-six and three quarter lakhs, of which only two and a quarter lakhs was met from fees. The increase has been progressive throughout the period and the war has not been allowed to interfere with its progress.

But while the Administration has shown its readiness to provide

funds for education, the Chief Commissioner cannot but express his regret at the general lack of co-operation and response on the part of the public. In paragraph 4 of his report Mr. Mayhew remarks that educational endowment appeals but slightly at present to private generosity. Considering the large profits that have been made out of cotton and other sources in many parts of the Province, particularly during the past two years, the Chief Commissioner must confess that he is disappointed with the small amount of private endowments which have hitherto been forthcoming for educational purposes. Private schools are few and far between, and where they exist they are, as a rule, with the exception of mission schools and a few others, poorly equipped and staffed, and there is a wide field available for private liberality. Sir Benjamin Robertson wishes here to record that the debt these Provinces owe to the educational enterprise of Christian missions cannot be too emphatically stated and deserves the grateful recognition of all classes.

The Chief Commissioner cannot but remark on the failure of many local bodies to act up to their responsibility for primary education or even to take advantage of what the Government and the Department have done for them. Many of the keenest critics of the Department are themselves members of local bodies, and one would expect that the local bodies which they represent would show the way to the rest of the Province in matters of educational administration. So far from this being the case, the report shows that local bodies, even in an advanced part of the Province like Berar, have not fully risen to their responsibilities. The remarks of the Inspector of Schools, Berar Circle, are so much to the point that no apology is needed for quoting them :—

“The conclusion to which an inspecting officer is forced is that the class consciousness of municipal committees in the aggregate requires that they should provide fewer primary schools than are actually needed, but that anglo-vernacular schools, and where possible high schools, shall be maintained in abundance from municipal funds and shall be aided by Government regardless of any conditions. * *

* The neglect of the vernaculars has been a catch phrase applied to our educational system, but only two small municipalities provide for vernacular middle school education. At the beginning of the previous year I discovered that at least 15 pupils were anxious to join a vernacular middle school in Amraoti if one were opened. I referred the matter to the municipal committee who replied after one year and three months that they did not consider there was a demand for a vernacular middle school.”

The failure of the District Boards in Berar to spend as much as 20 per cent of the grants given to them for the provision of school buildings in rural areas shows that the District Boards have also been wanting in the performance of their duties.

Primary Education.

Mr. Mayhew in his report has remarked that the progress of

primary education for boys depends on compulsion, and on a clearer realisation by local bodies of their responsibilities combined with more systematic consideration of how those responsibilities should be discharged. Legislation has recently been introduced to give local bodies power to apply compulsion in selected areas, and some people seem to regard this legislation as being in the nature of a panacea which should settle the question of primary education for good, and should in itself be sufficient to do all that is necessary. They forget that a very considerable amount of compulsion has long been exercised, a fact which is brought out very clearly in the report. Those who will in future be responsible for the administration of education will do well to study what is said on this subject in paragraphs 29 and 30 of Mr. Mayhew's report, and to realise that the mere enactment of a Compulsory Education Act is not going to work miracles. Before the Act can come into operation, it will be necessary for the local boards and municipalities to ask that it may be applied to their local areas. The application of the Act will undoubtedly be unpopular in many places and everywhere it will be costly; and unless the local bodies are prepared to face this opposition and themselves to find a substantial proportion of the funds necessary for its application, it is doubtful whether the Act will for some time to come be more than a paper provision. The Chief Commissioner wishes to emphasise this point of view, for it is essential that the difficulties which have to be faced with regard to the development and popularisation of universal primary education should be thoroughly realised.

Secondary Education.

The chapter of the report dealing with secondary education contains passages which should afford a valuable lesson to those who are prepared to learn. The restriction of the number of boys to be taught in a class, the introduction of a superannuation rule and the stiffening of the promotion tests are all measures which have aroused a great deal of opposition, although all who have anything to do with teaching in secondary schools are fully alive to the necessity of these measures if real improvement is to be effected in the standard of secondary schools and in the attainments of those young men who seek to enter the University. A perusal of paragraphs 20 and 21 of Mr. Mayhew's report should be sufficient to convince those who are open to conviction of the salutary nature of those measures, and to convey a warning against any concession to false sentiment or misplaced sympathy for the backward pupils who are refused promotion which they do not deserve or for the young men who are removed from school at the age of 20. Another most important measure, the appointment of a Director of Manual Training, has met with a more cordial reception. The construction and equipment of buildings for the centres where training will be given is in progress and instructors are being trained for the work. Much may be expected from this determined effort to give our secondary school curriculum a less exclusively literary character.

A proposal which was put forward by Mr. Mayhew during the year under report to enhance the scale of fees in secondary schools has evoked much criticism in the Press and elsewhere. The Chief Commissioner would ask these critics how they propose to find the money, which will undoubtedly have to be found from somewhere, for the improvement and expansion of secondary education, if they are unwilling to make the parents of the pupils pay a reasonable contribution towards the cost of their children's education. With the rise in the cost of living the salaries of the teachers in our secondary schools, which were raised some five years ago, have now again become inadequate. If we are to secure good teachers for our schools it is necessary to pay them well. Government does not, as some people seem to think, own a bottomless purse from which it can produce the necessary funds to meet the ever-increasing demands on its revenues. Moreover, there is no intrinsic reason why parents who desire secondary education for their children should not pay a reasonable proportion of the cost of it. Money spent on the better education of children is as much an investment as money put into agriculture or into industry. Hitherto the Administration has been unable to provide free education even in the primary stages, and to accuse Government of trying to stifle secondary education by increasing its cost is as unjust as it is untrue.

The Chief Commissioner would invite the special attention of those interested in female education to the remarks in paragraph 42 of the report dealing with the Girls' High School at Amraoti. The Administration, in response to a demand put forward by the people of Berar, has established an admirable school and has provided it with a well-paid and efficient staff. The school has now been in existence for five years and as Mr. Mayhew remarks is steadily becoming popular and is winning high praise from parents in influential positions in spite of local opposition due to personal and racial feeling. It is unfortunate that parents in general do not at present show much readiness to give their girls higher education, but Sir Benjamin Robertson trusts that this unwillingness will disappear as the institution becomes better known. At the same time, he cannot help expressing regret that during the period of its existence, the staff of the school, and the head-mistress in particular, have not received that encouragement and support from the public of Amraoti to which they are entitled. Throughout these years the question paper of the Legislative Council has constantly been full of interpellations of what can only be described as of a pin-pricking nature, and the Chief Commissioner felt it necessary to inform the public of the Province, at a recent meeting of the Council, that if they want the school they must support it, and that if they do not wish to support it the Administration will be quite prepared to close it. He thinks it well to call attention to this matter again in the most forcible manner and he hopes that the spirit of opposition which has hitherto been so prominent will now disappear.

The chapter of the report dealing with Mahomedan education merits the very careful attention of the Mahomedan community of the Province. The Administration has done its best to meet the

special demands of the Mahomedan community in Berar for special Mahomedan schools, but it can hardly be said that it has received that support from the community which it has a right to expect. If Government is to spend general revenues on special Mahomedan schools, the Mahomedan community must for their part do their best to justify that special treatment and to make their schools efficient. The impossibility of obtaining qualified Mahomedan teachers for the schools is only one instance of this lack of support, and the Chief Commissioner trusts that the community will take these remarks to heart and evince a more real interest in these schools in future.

Although much has been heard recently about the necessity of elevating the backward and depressed classes, it is to be regretted that local bodies which are responsible for the education of these communities and which should make it their special duty to provide them with all possible facilities, have shown a certain amount of disinclination to employ trained teachers belonging to those classes when they are available. The question of the education and social elevation of the backward classes is one of the problems which will more and more come to the front as time goes on.

Public Instruction in the United Provinces.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918-19.

The total number of scholars under instruction increased from 918,258 to 924,679, while the total expenditure of education from all sources rose from Rs. 1,52,89,179 to Rs. 1,72,37,450.

Primary Education.

The year 1918-19 was the last of the five-year settlements made with district boards in 1914. The number of full primary schools and preparatory schools for boys increased by 450 and 194 respectively, and there was also an increase of 17,320 in the total number of scholars reading in preparatory sections. On the other hand it is disappointing to find that the number of boys reading in the upper primary sections fell by 83 since, as the Director remarks, "the true test of the success of efforts to spread primary education is the number of those who complete the full primary course." A further unsatisfactory feature is that the percentage rate of increase in scholars' enrolment has fallen from just under 3 last year to 2.6 during the year under review. District boards have not been backward in their efforts to further primary education, but they have been handicapped both by want of funds and by insufficiency of efficient teachers. The Lieutenant-Governor is determined that Government shall leave no stone unturned to break down illiteracy and he confidently hopes that the revised three-year programme which came into force on the 1st April, 1919 and which provides

largely at Government expense for meeting in full the demand for primary education, will lead to a substantial increase both in schools and scholars. In addition to large subventions to district boards Government has removed certain restrictions which hampered progress. For example, boards have been given full discretion to exempt scholars from payment of fees and have been encouraged to do so in the case of the children of the depressed classes. Increase in schools and scholars will require a corresponding increase in the number of teachers. For these a large number of additional training classes are being provided.

Other features of primary education which call for remark are school committees and the half-time system. It is noted that in certain districts good work has been done by school committees. Non-official members of district boards can do much by example and precept to stimulate committees to greater effort. Such committees could do most useful work by securing pupils from classes which do not ordinarily attend school and by inducing parents to keep their children in school for the full primary course. The half-time system is new. Some years must elapse before any opinion can be formed on it.

Secondary Education.

While there has been an increase of 19 in the total number of secondary schools of all kinds there has been a regrettable decrease of 1,956 in the number of Indian boys reading in secondary English schools and of 184 in Vernacular middle schools. These decreases are due to the prevalence of influenza. There is no slackening whatever in the demand for secondary education, and there is little doubt that with the return of normal conditions the number of scholars will rise. Simultaneously with the multiplication of schools and scholars there must be a higher standard of educational attainment. It is satisfactory to note in this connection that the number of passes in the school-leaving certificate and matriculation examinations combined was 4,023 as against 2,070 last year, though this is probably due to the appearance in the year under review of a large number of the failures of the year before when the percentage of passes in the two examinations was exceptionally low.

If, however, the level of scholarship is to be lifted to a higher plane, the rough material of the school-boy must be shaped by more skilful hands. In other words, the teaching must be better. The most pressing problem of Indian secondary education therefore is the better training of the teacher. Government has this necessity prominently in mind. The lack of trained English teachers will be to some extent remedied by the coming establishment of the Agra Training College. Proposals have also been considered which have for their object an increase in the supply of trained vernacular teachers by increasing the number of normal schools and training classes. Further, with a view to attract to the teaching profession the best type of candidates the emoluments of the profession must be improved. A scheme for the increase of salaries in Government high schools is being introduced

gradually and in the case of the vernacular schools, an elaborate scheme for increase of pay has been worked out and will, it is hoped, be brought into operation during the ensuing year. The experiment of making English an optional subject for the vernacular final examination will be watched with interest.

Collegiate Education.

The number of Arts colleges has remained the same, but there has been a slight decrease in the number of students. This decrease does not denote any lessening of the demand for collegiate education, but, as in the case of secondary schools, is due to influenza and economic causes. The changed economic conditions have made themselves felt in aided colleges with special severity. Teachers in these colleges have suffered severely from the rise in prices. With a view to relieve the situation Government has promised large grants-in-aid for the purpose of augmenting salaries. Year by year increased amounts will be paid to the colleges for this purpose, a beginning being made in the year 1920-21.

Education of Girls.

There is little progress to record in regard to the education of girls. There has been an increase in the total enrolment of girl scholars from 52,079 to 53,641, but the great majority of these girls, viz., 39,315, are in primary schools and of these only 1,174 were in the upper primary stage, this being a decrease of 60 upon last year's figure.

The Government of India have recently issued a comprehensive resolution on the education of girls. There is reason to hope that there is now a genuine and increasing demand for such education and Government will do its utmost to meet this demand so far as possible. The provision of further funds is under consideration and further schemes for the training of women teachers and an increase in the inspecting staff are being thought out. At present the training of teachers is in the initial stage, the girls' normal schools at Lucknow and Bareilly being the chief training institutions in the province. It is now proposed to attach a training department to the Government Girls' High School at Lucknow.

There can be little doubt that one training class should eventually be established in every district in order to secure a sufficiency of competent teachers. This is the standard which Government will keep in view.

Co-education up to the end of the primary stage is developing in public favour, and over 24,000 girls were last year reading in boys' schools.

Calcutta University Commission.

GOVERNMENT OF INDIA RESOLUTION ON THEIR REPORT.

I.—The Calcutta University Commission and the object of the present Resolution.

1. The Calcutta University Commission was appointed with a view to a full examination of the system of university teaching in Bengal and in order that the best advice might be obtained upon the method of co-ordinating the machinery of that institution and the instruction which it imparts more fully to the needs of modern life. With these ends in view the Commission was constituted with a strict regard to the necessity of invoking the highest available academic talent. The Report which it has produced will, it is believed, rank among the most important and authoritative of educational documents. The Government of India desire to take this opportunity of recording their high appreciation of the manner in which Sir Michael Sadler and his colleagues have performed their difficult and intricate functions.

The work of the Calcutta University Commission.

2. The Commission interpreted (and rightly interpreted) its terms of reference in the widest possible sense. Its report travels over many subjects and many branches of education which are not confined to university instruction but have an important bearing thereon. The immediate object of the Commissioners' labour was the University of Calcutta and, though they visited collectively or singly many places in India which are not within the jurisdiction of that University, the opinions which they have expressed and the recommendations which they have made have reference primarily to Bengal and to the University of Calcutta. The object of the present Resolution is twofold. *First*, it is intended to acquaint the public in Bengal with the intentions of the Government of India as regards early legislation for the reconstitution of the University of Calcutta. *Second*, it is thought that an expression of views by the Government of India on certain points connected with the report may not be without use in provinces other than Bengal. For, though it is fully recognised that conditions elsewhere differ widely from those in that Presidency and though the Government of India have naturally no desire to thrust upon other local Governments and other universities schemes which result from an investigation of affairs in Bengal and in Calcutta, nevertheless some of the recommendations made by the Commission are likely to be found valuable for wider application and it is understood that already in some other provinces movements are on foot for some reorganisation of the local systems.

The object of the Resolution.

II.—Criticisms made by the Commission.

3. The Commissioners have laid emphasis upon those elements in the educational system of Bengal which have produced satisfactory results in the past

The investigations of the Commission.

and give promise of healthy development in the future. But they have also, as indeed their task demanded of them, sought out the weaker elements, analysed defects and suggested remedies. In the following paragraphs certain points are noted which formed the subject of the Commission's criticisms and which appear to the Government of India to call for special and urgent treatment.

4. Sound instruction in the secondary stage is the foundation upon which both university and more strictly vocational education must necessarily rest. But

(i) The high schools.

the Commission has recorded the fact that just when Bengal is more than ever eager for higher education, and when the economic needs and intellectual aspirations of the Presidency call for the best that can be given, the training which the high schools offer not only fails as a rule to provide for modern requirements in point of scientific and other knowledge but is actually deteriorating in quality. The schools are too narrowly concerned with preparing boys for matriculation—the goal to which almost all their teaching is designed to lead. Yet they are attended by large numbers of boys who have no special fitness for an academic training and who leave the school without qualifying themselves for it; and preparation for the University is not the only purpose which the secondary schools have to serve in a modern State. Still more serious is their lack of influence upon the character of pupils. Some of the correspondents who answered the Commission's questionnaire regard the schools as failing in the formation of character and in conveying to the boy's mind a clear apprehension of an ideal of duty. "Pressed further home," write the Commissioners, "the charge amounts to even more than this: it implies that the schools have no spiritual life which touches a boy's inner nature, no corporate unity which appeals to and can sustain his affectionate loyalty, no moral or intellectual flame which may kindle his emotions"; and, while admitting admirable exceptions, they state that it must be acknowledged that in these respects the work of the schools as a whole is bleak and barren.

5. The Commissioners were accordingly led to examine the two dominating factors which influence high school organisation in Bengal—the matriculation examination and the method of recognition. They

(ii) The matriculation examination.

found that the matriculation examination conducted by the University of Calcutta (which is the largest examination of its kind in the world) is far from enjoying general approval; that eleven out of every twelve of the witnesses who dealt with this point expressed dissatisfaction with it as a test even for entering the University; and that it allows a very considerable number of ill-educated candidates to pass. Furthermore, the schools are cramped by it. For they endeavour to perform what the rules of the examination prescribe; to enable their pupils to pass has become their dominant aim; and the pressure which forces them to concentrate upon this narrow purpose is great. The Commissioners comment upon the perverted and uninspiring view of higher education which is thus produced. They write, "at the very time when the instinct of the people is turning its hopes towards education,

the work actually done in the schools is suffering from a blight which spreads so quickly as to threaten public and private hopes with disappointment. The desire for education, though it springs from needs which good schools alone can satisfy, is perverted into a demand for what a school must deteriorate in consenting to give. But the pressure is irresistible, and the schools in yielding to it are spoiled. Nor is this the whole of the loss. The profession of teaching becomes less and less attractive to able and generous minds because, as the generally accepted view of education grows meaner and narrower, a teacher has the less opportunity of realising in his work the purpose which alone lifts his calling from a despised trade to one of the noblest of professions."

6. The Commission refers to the Indian Universities Act of 1904, the Resolution of the Government of India, No. 600 of August 11, 1906, and the body of regulations thereby sanctioned. Under those regulations the recognition or non-recognition of a school is the act of the University and the functions of the Department of Public Instruction or the person nominated by the Syndicate to report on the claims of schools are limited to placing before the University the information requisite to enable that body to exercise its controlling authority. The Commission states that the University proceeded in right earnest to discharge this new and heavy responsibility. But the powers of the University are far from being as efficacious in practice as they appear to be on paper; and, owing to adverse circumstances, "the plan devised in 1904 and zealously put into effect by the University during the more favourable conditions which, at first prevailed, has evidently broken down."

7. Coming next to the colleges, the Commission observes that the majority of successful candidates at the matriculation examination proceed to university courses. Since the school course does not give a "sound general education" the colleges find imposed upon them the obligation of making good the deficiencies of the schools. "With about half of their students", says the Commission. "the colleges never get beyond the stage of school work. Many students drop out before they reach the end of the intermediate course." "There is probably no other country in the world," proceeds the Report, "in which it is the case that so large a proportion of those who enter upon a degree course in a university fail to proceed to its natural conclusion, but stop at a half way house. This would seem to indicate, in the first place, that the relation between the matriculation and intermediate standards is ill-adjusted; but still more remarkable, it would seem to show that, in the view of the boys and their parents and the public, the first two years of the university course are regarded as forming a distinct stage by themselves, a supplement to the high school course, while the intermediate examination is regarded as a natural stopping-place". The Commission further remarks on the reduction at this stage of the choice of subjects, the absence of guidance to students regarding their choice, and the failure to provide for any introduction to vocational

training such as is needed by that half of the students who will pass direct into various occupations after the intermediate stage. On turning to the methods of instruction, the Commission finds that the inadequacy of the system becomes still more patent. The classes are almost invariably far too large. The tradition of lecturing is deeply implanted. The methods suitable for university students are applied to those who have not yet undergone a satisfactory school course.

In dealing with the undergraduate work of the colleges, the Commissioners state that the outstanding fact indicated in the replies to their questionnaire is that "dissatisfaction with the existing system is all but universal, and is in most cases both deep and poignant." They consider that one of the primary causes of the inefficiency of the colleges is their isolation. They are 'pocket universities,' compelled to provide the whole of the education which their students require and generally too poor to supply the equipment necessary for university work. The privately-managed colleges maintain one teacher for about every 40 students, and the poverty of the pay given in these institutions is all the more striking by reason of the contrast with the better paid professors of Government colleges. Instruction is through compulsory lectures; tutorial classes "are in general nothing more than additional coaching classes." Four of the privately managed first-grade colleges in the university centre of Calcutta are described as "huge coaching establishments for examinations, wherein the human element in education is inevitably almost non-existent." Half of their students are in intermediate stage. The proportion of teachers to students is such as to make any adequate attention to the needs of the latter impossible. The majority of their students come from distant parts of Bengal (especially Eastern Bengal) and nearly 4,000 of these are unprovided with hostels or attached messes.

8. This concentration of students in Calcutta forms a very serious feature of the situation as regards the colleges of the metropolis. In

(v) The concentration of students in Calcutta. the Arts and professional colleges of the city and in the post-graduate classes, the Commission found 15,674 students. Of these nearly 11,000 were reading in the local Arts colleges and about 1,500 in the post-graduate classes. Of those in Arts colleges, only 2,579 came from Calcutta itself, 1,479 from adjacent areas, and the remainder from other parts of Bengal or of India. Hostel accommodation was found to exist for only 2,257; and, in addition, 2,556 students were residing in attached messes. Furthermore, the Commission observed that, though Government had recently made generous contributions towards new hostel accommodation, and though, out of 50 lakhs expended on hostels in Bengal, more than two-thirds had been spent in Calcutta, there were still in 1917 as many as 4,500 students living under unapproved conditions in the city.

About two-thirds of the number of students who, though not residents of Calcutta, are studying in its Arts colleges, are in the intermediate stage, "whose needs", say the Commissioners, "could quite well be met, and ought to be met, nearer their homes. It is they who, in the main, produce the residential problem which forms so

grave a difficulty in Calcutta; and the attempt to provide decent conditions of life for them involves an immense outlay which might be far more profitably expended in meeting their needs nearer to their homes". "It is impossible to exaggerate", they proceed, "the evils that are likely to result from this drift of boys from country districts, ill-trained and knowing nothing of the world, into the dangerous conditions of life in a great city, where they are lost in the crowd, and where it is impossible to provide for them any adequate supervision".

9. Apart from the Law College, the University maintains from its own funds, endowments and grants the College of Science and the post-graduate classes. These were

(vi) Post-graduate teaching in the University.

organised in 1917 under two boards of post-graduate studies and contained during the session of 1917-18 about 1,500 students and 188 professors and lecturers. The Commission, while admitting the advantages and the necessity of the system, point out that the activities of the teachers are in the minutest detail subject to criticism by the Syndicate and confirmation by the Senate, where the highest teachers are inadequately represented, with the result that conflict is possible; that the scheme is entirely separated from the arrangements for undergraduate teaching, and that this cleavage, if made permanent, may prove even more disastrous than the division of colleges into self-contained compartments; that it is apprehended that the organisation, developing apart from the colleges, may affect their status and permanently imperil their efficiency; and that the question of adequate post-graduate instruction in places outside Calcutta is left untouched.

10. The Commission points out that the populations of Bengal and of the United Kingdom are almost the same—about 45 millions;

and that numbers of students preparing for university degrees are also almost the same—about 26,000. But, behind this apparent

(vii) The jurisdiction of the University.

similarity, the contrasts are great. Owing to the low percentage of literacy, the proportion of the educated classes in Bengal who are taking full-time university courses is almost ten times as great as in the United Kingdom. If regard is had to the paucity of women students and to other factors it becomes apparent that an enormously higher proportion of the educated male population of Bengal proceeds to university studies than is the case in the United Kingdom. At the same time a very much smaller proportion goes to the University for what is ordinarily described as vocational training. Again, the 26,000 students of the United Kingdom are divided among eighteen universities. The same number in Bengal are all brought under the control of a single university. They follow in each subject the same course of study, read the same books and undergo the same examinations. "It is a commonplace", says the Commission, "that a university, just because it is concerned with so individual a business as the training of the mind, can easily become too large". The University of Calcutta is the largest in the world; it "has to deal with 26,000 students scattered over an immense province wherein communications

are very difficult; it is responsible also for the educational control of more than eight hundred schools, a function such as no university outside of India is called upon to perform; and under these conditions it is unreasonable to expect that its governing bodies should be able to deal with their immense and complex task in a wholly satisfactory way''.

11. Over-vast as are the area under the University's jurisdiction, the number of institutions, students and of examiners, for proper administration by any single organisation, the Commission found that the administrative organ charged with these heavy responsibilities is in itself defective.

(viii) The governing bodies of the University.

The paramount body in the University is the Senate. But it is insufficiently representative, whether of the colleges as places of learning, of the general bodies of learned professions as such, of commercial, industrial and agricultural interests of different communities, more especially the Muhammadans of the provinces included within the jurisdiction of the University and even of the many parts of Bengal. The majority of its members are nominated. The Commission thinks that though nomination has been exercised with a keen desire to do justice to conflicting claims and to include on the Senate men of eminence and experience, nevertheless it is probably not the method to adopt in a predominant degree for the constitution of a large body.

The executive functions of the Senate are wielded by the Syndicate. The Commission considers this to be least satisfactory of all the university bodies. Its members are ordinarily limited to persons resident in or near Calcutta. For years the Musalmans have been unrepresented upon it. The amount and variety of work which falls upon it is intolerable. Yet the present system does not effectively concentrate responsibility in its hands, and the work of the so-called executive is that of discussion rather than of deliberate decision.

There is no provision for authoritative direction by any body of scholars. The Faculties and Boards of Studies possess only advisory functions and cannot at present be regarded as expert bodies.

Thus the governing bodies are not merely ineffective in composition but also imperfectly articulated for the performance of their functions. The Senate is an unsatisfactory compromise between an expert academic body and a council of laymen experienced in practical affairs. The present arrangements for the conduct of business fail to secure responsibility in the hands of the Syndicate for the functions which it is supposed to perform. There is no effective academic body. The Commission maintains that a university requires for its effective governance organs of three type—a body to keep it in touch with the varied requirements of the community; a body which will give statesmanlike guidance in the accommodation of means to ends and also in the provision of means and will mediate between the possible misconception of the public and the possibly too restricted outlook of the scholar; and thirdly, a body of scholars to give authoritative direction to a corporation of learning.

Finally, the Commission recommend that the Vice-Chancellor,

who has hitherto been a part-time officer, ought now to be a whole-time and paid officer.

12. The Commission comments upon the procedure laid down for the affiliation and disaffiliation of colleges. A college affiliated on the strength of a statement showing adequate staff may weaken that staff by the appointment of less satisfactory teachers. The disagreeable onus of initiating proceedings for disaffiliation rests on a single individual. The weapon of disaffiliation is at present too drastic for practical use and the Syndicate is not possessed of due powers for securing compliance with the recommendations made by its inspectors

(ix) The relations of the University with its affiliated colleges.

The University has been unable to secure reasonable conditions of salary and tenure for college teachers or that the teachers appointed are competent. While its control has been ineffective in the vitally important function of securing efficient teaching, in other matters it is too rigid, its general influence over the work of the colleges is described as unhealthy and it has achieved a dead uniformity of curriculum unknown, the Commissioners believe, elsewhere in the world, certainly outside India.

13. The Commission devoted much attention to the relations of the University with Government. It considered that the continuance

(x) The relations of the University with Government.

of the arrangement whereby the Government of India controls the University at a distance of 1,000 miles leads to inconveniences. But, while the control should be transferred to the Government of Bengal, the Government of India can continue to perform an invaluable function by defining the aims of educational policy, by giving advice and assistance to local Governments and to universities, by acting as an impartial arbiter in cases of dispute, by protecting disregarded interests, by supplying organised information regarding local developments, by obtaining the services of scholars from other countries, by co-ordinating the work of various universities, and by guarding against needless duplication. The provincial Department of Public Instruction which would in future deal with the University is hampered by a narrow definition of its functions and by the character of its relations with the Secretariat and with the University itself. It is necessary to co-ordinate the activities of that Department with other departments which deal with special spheres of education, to appoint the Director a Secretary to Government; and to recognise that on the Department rests primarily the responsibility for a sound system of school training—a responsibility which, owing to insufficiency of funds and division of functions with the University, it has no power to fulfil. The University in its turn should be responsible for the character of the training given to its students and for the efficient and economical expenditure of its resources. At the same time, here also, Government cannot abrogate its responsibilities, as trustees for the highest interests of the nation; for ensuring that the highest training grounds of the nation, its universities, are adequately fulfilling their functions, and that the University is so organised as to be able to perform its proper functions; for regulating the conditions of admission to professions

essential for the public welfare; and for providing that the youths of the country receive the kind of training needed to prepare them for the general needs of the country.

III.—Action proposed on the main recommendations of the Commission.

14. The brief summary of certain portions of the report which has been made above is not to be taken as fully representing the present condition of affairs in Bengal, still less in India as a whole. The extraction of passages or opinions from a report of this nature is apt to be slightly misleading. The Government of India desire it to be understood that, while they agree with the criticisms passed by the Commission, they are also fully in accord with that body in acknowledging the great services which the establishment of western education and the activities of the University of Calcutta have performed in the past. The affiliating and the examining university is now regarded by many high authorities as radically faulty. But it is difficult to see what other organisation could in the middle of the last century have been set up in Bengal or elsewhere in India for the expansion and co-ordination of higher learning. The legislation of 1904 recognised teaching as a proper function of the Indian universities. But it was difficult to devise a workable scheme for the performance of this function in face of the wide area affected, the competing claims of colleges and the necessity of safeguarding the interests of various institutions. The isolated and self-contained character of the colleges rendered impossible the exercise by the University of that control over teaching and the appointment of teachers which is requisite and forced the central body to use its influence through the promulgation of rigid rules and syllabuses which were calculated to stifle individual and original effort. These difficulties were enhanced as the number of colleges grew and in recent years have rapidly increased owing to the large number of students who have sought university instruction. Furthermore, the growing demand has called into existence a number of institutions markedly unequal in the matter of staffing, in the nature of instruction afforded, in equipment and in the supervision which they can exercise over students. It is little wonder that an institution which for many years usefully served the requirements of higher education in Bengal has under the rapid changes of recent times found difficulty in coping adequately with functions which have become unwieldy and in fulfilling demands made upon it by a new and swiftly changing order of things.

15. Again the preceding section of this Resolution has dealt only with certain of the explorations made by the Commission, because a full comprehension of these points is necessary for the appreciation of the legislative changes which, in the opinion of the Commission, it is necessary to make in order that the University of Calcutta may more effectively fulfil its functions. The report ranges over many subjects regarding

Reasons for the shortcomings discovered by the Commission.

Scope of the Commission's Report.

which nothing has here been said. The education of women and girls, the special educational needs of Musalmans, of Europeans and Anglo-Indians, and of the backward classes; the medium of instruction; oriental studies; legal, medical, engineering and mining, agricultural and technological instruction; the training of teachers and other cognate matters are dealt with in the report. The object of the succeeding paragraphs is to concentrate attention upon those particular points of criticism which have a direct bearing upon the University of Calcutta and with which any legislation affecting that institution will have to deal.

16. The main lessons taught by this report, the lessons on which the Government of India consider that the earliest attention may usefully be concentrated, are the following:—

Main lessons of the report.

(i) High schools lack proper supervision and intent on preparing their pupils for the matriculation examination, and fail to give that breadth of training which the developments of the country and new avenues of employment demand.

(ii) The matriculation examination in Bengal provides an insufficient test of fitness to pursue university courses and by its rigidity and narrow scope reacts unwholesomely upon the instruction and the activities of the schools.

(iii) The intermediate section of university education attempts to deal by university methods with large bodies of ill-prepared students and should be frankly recognised as a part of school education, relegated to separate institutions, apart from the university organisation, and placed under a body duly co-related with the Department of Public Instruction.

(iv) The system of affiliated colleges though defective according to modern requirements and modern ideals, will long remain a necessary part of university organisation in Bengal. But its inconveniences may be mitigated by the establishment of a strong central teaching body, the incorporation (as occasion arises) of unitary universities, such as that proposed for Dacca, a modification of the administrative machinery which will admit of fuller representation of local interests, and supervision of different classes of institutions by several appropriately constituted authorities.

(v) The administrative arrangements of the University of Calcutta call for alteration, notably in the direction of creating an academic body, appointing a whole-time Vice-Chancellor and transferring the interests of the University to the care of the Government of Bengal.

These points represent but a small part of the result of the Commission's investigations. But they are the matters which the Government of India regard themselves, the local Government and the universities most urgently called upon to consider.

17. The Government of India therefore commend these matters to the consideration of local Governments and universities. They commend also the many suggestions which the Commission has made on the more strictly

Action proposed.

academic side of high school and university education. They leave it to the local Governments to take such action as they think fit regarding the most important recommendation of the Commission, namely, the separation of intermediate from collegiate education and the placing of it, together with secondary education under some suitably constituted body on the lines of the Board of Secondary and Intermediate Education proposed in the Report—so constituted as to represent various interests and so related to the Departments of Public Instruction as to obviate any undue abrogation of the responsibility of Government for the adequacy of school training. They leave also to the consideration of local Governments such administrative questions as the changes suggested in the general organisation of teaching and inspecting staffs, the future control of Government schools and colleges, etc. But it is necessary that the Government of India should take early action regarding those recommendations which directly affect the University of Calcutta, since that University forms the immediate subject of the Commission's investigations and (until the measure, which the Government of India now propose, passes into law) remains the special care of the Governor-General in Council and of the Governor-General as Chancellor. Here also the administrative matters, including the future organisation of secondary and intermediate education in separation from the university, will appropriately be decided by the Government of Bengal. The concern of the Government of India is the passage of the legislative measures requisite for giving effect to the main recommendations of the Commission regarding the reconstitution of the University of Calcutta and the incorporation of the University of Dacca. The second of these proposals is intended to set up a new type of university in Bengal which may possibly be the precursor of other universities of a similar nature in that Presidency and elsewhere and to relieve the University of Calcutta of some small portion of the heavy burden which it now sustains. The legislation to that end has already been introduced in the Imperial Legislative Council. As regards the University of Calcutta it is the intention of the Government of India to publish and place before the Imperial Legislative Council a measure based on the lines indicated in the remaining portion of this Resolution. The Government of India propose to publish the text of the Bill as soon as possible. But they have decided to precede it by the present Resolution in order that no time may be lost in acquainting the public with the main features of the measure contemplated. The proposals set forth in the following section, which will form the basis of the Bill have been discussed with the Government of Bengal, who are in accord with the Government of India regarding the suitability of the action contemplated.

IV.—*The Reconstitution of the University of Calcutta.*

18. The Commission first applied itself to the complex and difficult task of setting up a Teaching University in Calcutta which should embrace those colleges of the city which are capable of providing
- Teaching University in Calcutta.
(i) The problem.

true university instruction. Of the existing system of post-graduate instruction it remarked that it is unhealthy that any sharp line of division should be drawn between the higher and the lower teaching of a university and that it is equally disadvantageous that a system of more advanced instruction should be built up at the expense of undergraduate teaching, which is the foundation of nearly all advanced work. The problem would be almost insoluble were it not that under the arrangement proposed for the intermediate classes, the number of students in Arts colleges will be reduced to about 4,000 and is unlikely to expand within a reasonable period beyond 6,000 to whom must be added the 1,500 post-graduate students. Even so the problem is difficult enough and is complicated by the fact that the idea of instruction in colleges largely independent of the central body is deeply rooted and cannot be disregarded.

19. The Commission considered and rejected various schemes
 (ii) Various schemes which were placed before it with a view to the
 rejected. foundation of a teaching organisation.

Incidentally (though this scheme had as its object the improvement of the conditions of student life almost more than that of teaching organisation) it may be mentioned that the Commission devotes a chapter to the question whether it is desirable to remove the University and its colleges to some place outside Calcutta where more spacious accommodation and improvement of the physical, moral and intellectual conditions under which the students live are possible. It is obvious that many difficulties which the Commission has discovered would be solved by some such action. This proposal found many warm supporters among the correspondents and witnesses. On the other hand, there were witnesses who urged the undesirability of academic seclusion, the healthiness of Calcutta, the difficulty which would be experienced by the poorer students in a fully residential university, the value of home influences, etc. The Commission observes that the aggregation of university buildings and colleges round college square has already proceeded so far as to make that part of Calcutta a university quarter. The situation of this group is central and convenient for the city as a whole and though there are some important exceptions, few of the existing institutions are so far removed from the group as to make inter-collegiate relations impossible. The Government of India fully appreciate the advantages which would be derived from the location of the university in a more open site. But apart from the considerations put forward by the Commission in favour of the retention of present arrangements, it is felt that the expense of such removal, which would be infinitely greater than the mere re-erection of buildings, and the delays and difficulties involved probably render any such scheme full of great difficulties.

20. It is admitted by the Commission in dealing with these
 (iii) The Synthesis. various proposals that the unitary form of
 university is in the abstract the most advantageous form of university organisation. But the conditions appeared to dictate a multi-collegiate system. The Commissioners therefore advocate a teaching university of a new type, not exactly corresponding

to any now existing, to be achieved through what they term a synthesis of the university and its colleges. Under this scheme the University will be really responsible for the character of the teaching given in its name. The prestige and importance of the colleges will be increased and only those colleges will be permitted to participate which can show an efficiency equal to the fulfilment of the conditions to be laid down. Those colleges in Calcutta which cannot fulfil such conditions will be treated as temporarily affiliated, but will not participate in the privileges of the Teaching University.

21. The colleges which participate in this scheme would be the (iv) Incorporated and constituent colleges. incorporated colleges maintained by the University itself and the constituent colleges, *i. e.*, such of the colleges in Calcutta as are able to take a part in university teaching. These institutions would have to fulfil certain conditions. They must free themselves from the incubus of intermediate classes at the earliest possible moment. Admissions must not be made beyond a maximum of 1,000 students. The proportion of college teachers to students should be one to twenty-five though it is admitted that a proportion of one to fifteen or twenty would be more reasonable. No whole-time teachers should be paid less than Rs. 125 a month, nor any head of a department of teaching less than Rs. 300. Suitable buildings for teaching and residential accommodation for students must be provided. Each college should be under a properly constituted governing body and should have a teachers' council.

22. The University itself would not compete with its colleges (v) The functions of the University. but would supplement their resources, providing instruction in those subjects where the colleges cannot supply it and teachers of high distinction in the more ordinary subjects of undergraduate work, maintaining a central library, etc. It would appoint its own teachers and recognise college teachers for the imparting of instruction in its name. It would organise instruction so as to prevent over-lapping. It would continue to exercise its present functions, but materially modified. For the definition of curricula would be mainly in the hands of teachers of the University and its colleges and the examination system would be less rigid and would follow rather than dictate the teaching. "In short," say the Commissioners, "under a new and happier system, the University ought not to stand merely in the relation of a task-master to its constituent colleges. It ought to assist and strengthen them. It can do this in part by giving guidance and advice, and by encouraging its best men to take a deeper interest in college work; in part by providing instruction, such as the colleges could not themselves provide, which can be used by their students; in part by giving recognition and emoluments to the best college teachers, and so helping the colleges to retain good men on their staffs."

23. Under these new arrangements, it is desirable that a student (vi) Conditions of Teaching. should spend three years at colleges reading for the B. A. or B. Sc.—though it may be impossible to enforce this at once in the case of pass students; and graduates

should proceed to the Master's degree after another one or two years according as they have taken an honours or a pass degree. A radical departure is required from the system of instruction now in vogue. The excessive emphasis now laid upon attendance at lectures must cease, and the importance of tutorial guidance must be realised. Each undergraduate must be a member of a college and it will be the duty of each college to provide individual tutorial guidance for every student and such lectures as will supplement those organised by the university. The Report lays great stress on individual guidance and comments strongly on the barrenness of an endless round of lectures and a university training almost wholly unrelated to the real thoughts and aspirations of the students' minds, whose emotions and aspirations require training into useful, instead of hazardous, channels.

24. The Commission recognised that many of the colleges in Calcutta, as they now are, will be quite unable to satisfy the conditions essential for participation in the teaching organisation of the University. "The colleges," says the Report, "now include some thousands of students, who are being given a kind of training quite unworthy of the name of university education." The needs of these students must be met. Hence such colleges must be retained. But they will be permitted to exist as institutions teaching up to a degree only on a basis of temporary affiliation for five years with a possible extension; they will form no part of the teaching organisation; and no new colleges will be thus recognised after the new system has once been brought into operation. Certain conditions are suggested, *e. g.*, a minimum salary of Rs. 100 for teachers and of Rs. 250 for heads of departments. Temporarily affiliated colleges will become either constituent colleges or intermediate institutions.

25. It is physically impossible for the widely scattered colleges outside Calcutta to have any part in the Teaching University. Hence they require a different kind of treatment. Here also various schemes were suggested and rejected. An obvious solution would be the conversion of the leading *mufassal* colleges into universities established after the pattern of Dacca. But the Commissioners were regretfully driven to the conclusion that (apart from Dacca) there is no college which is yet ripe to be transformed into a university. "In the long run" says the Report, "the best thing for Bengal will be the establishment of a small number of efficiently organised universities in the *mufassal*, wherein a training can be given which will be not less valuable in quality, though possibly less wide in range, than that which will be offered by Calcutta and Dacca, the remainder of the colleges devoting themselves to the vitally important work of the intermediate stage. At the present moment, it is impossible to determine which colleges ought to be marked out for the former, and which for the latter, destiny. But it would be unjust that the existing colleges should be deprived of their present rights at an arbitrarily fixed date, or until even ampler provision than now exists has been made to meet the needs of the students whom these colleges at present train. At the

Mufassal colleges.

(i) The problem.

same time it is important to find a means whereby the better colleges may be stimulated to strive towards a higher destiny, may be enabled to awaken the pride and win the financial support of their own districts, and may be allowed to enjoy, as they progress in strength, an increasing degree of freedom, such as will fit them for the responsibilities of independence."

26. The Commission accordingly concluded that the only immediate solution of the problem is to be found in some form of association between the *mufassal* colleges and the University of Calcutta. For this purpose it proposed the establishment of a Board of *mufassal* colleges which, while an integral part of the university organisation, should be representative of the colleges which it is destined to supervise. The Commissioners strongly felt, however, that this Board should be regarded not as a permanent but as a temporary organisation.

(ii) The *Mufassal* Board. (iii) Proposed organisation of *mufassal* colleges. 27. The *mufassal* colleges would be classed as follows :—

- (a) University colleges, which would be regarded as potential universities. These would be required to fulfil certain conditions, *e. g.*, the provision of separate teaching for intermediate students, the maintenance of at least one teacher for every 20 students, the payment to them of salaries of not less than Rs. 125 a month and Rs. 300 for heads of departments, the submission of the principal teachers for approval or recognition by the University, etc.
- (b) Other *mufassal* colleges, which would gradually assort themselves either as University colleges or as intermediate institutions.

Though no exact uniformity of content between the curricula of the *mufassal* colleges and those of the Teaching University would be demanded, the Commission considered it important that as far as possible there should be a general correspondence of standard. In order to secure this result a large element not exceeding half of the Board of *Mufassal* Colleges should consist of Calcutta teachers.

28. Some of the existing extra-Calcutta colleges are situated in provinces other than Bengal. The Commission cordially endorses the importance of establishing a university at Rangoon, while considering that the two colleges which would compose that university, if they could work out some scheme of co-operation, might find it convenient to retain for a time in a modified form their connection with Calcutta through the medium of the special panel of the *Mufassal* Board which would control University colleges. As regards the two colleges in Assam the Commission thought that the ablest students from Sylhet would probably continue to go to Calcutta and Dacca for higher education and that the most hopeful development in that area lay in a thoroughly efficient training at the intermediate stage. Gauhati, on the other hand, may rightly aim and ought to aim at becoming the seat of a university, but is at present not strong enough for independence and might

well be placed under the special panel, though at the same time it should be equipped with the rudiments of a university system of government of its own. These suggestions will no doubt be considered by the Government of Burma and the Chief Commissioner of Assam.

29. The proposals of the Commission therefore, as re-
Summarised classification of colleges. gards the University of Calcutta and its colleges, contemplate a teaching organisation, in which the central body and certain of the colleges will co-operate; a temporary arrangement for those colleges of Calcutta which are unable to fulfil the conditions required in constituent colleges; and an affiliating and examining organisation for *mufassal* colleges, which may retain their present status as a temporary measure and eventually become either University or intermediate colleges. Further, women's colleges, whether in Calcutta or in the *mufassal*, will be placed under a special board and made subject to special conditions.

30. With a view to its performing these functions, the Com-
The constitution of the University. mission considered that the University must
(i) The problem. be equipped with a system of government more
carefully devised for the purpose than that
 which it now possesses; a system which will combine a proper representation of public opinion and of all the interests concerned in the healthy development of the educational system, with the maintenance of a proper degree of influence and authority for the best expert opinion; while at the same time the supervisory authority of Government and its deep concern in the matters with which the University has to deal, must be properly provided for, without imposing upon Government minute and detailed responsibilities which its officers cannot reasonably be expected to fulfil.

31. It is proposed by the Commission that the relation of special
(ii) The Visitor, the Chancellor, etc. intimacy between the University and the Government of India should cease and that the Governor of Bengal should in future be the Chancellor; but that the Governor-General should hold the Office of Visitor and that the Government of India should exercise fuller powers of supervision than at present not only over Calcutta but over all the universities of India. The Vice-Chancellor should be a whole-time officer appointed by the Chancellor.

32. Three principal governing bodies answering to those indicated in paragraph 11 of this Resolution are
(iii) The principal governing bodies. proposed—

(a) The Court would be a large representative body, whose assent would be required for fundamental legislative proposals but not for details of regulations and which would exercise a general supervision over the finances of the University, etc. For the discussion of more detailed matters the Court will have an elected committee of reference whose special duty it will be to discuss matters with the Executive Council.

(b) The Executive Council would be a small body, entrusted with financial and administrative duties and with considerable

legislative powers, but not concerned with the details of purely academic business.

(c) The Academic Council would be the supreme body in academic matters and the final authority for most of the ordinary academic business, and would consist mainly of university and college teachers.

There would be other bodies, such as the *Mufassal* Board, the Board of Women's Education, the Muslim Advisory Committee and certain standing committees.

With a view to the initiation of the new order of things, a small Executive Commission, appointed by the Governor-General in Council, should be appointed immediately after the passing of the Act. It would make arrangements with colleges, draft the Statutes classifying the constituent and University colleges, appoint a provisional committee to deal with secondary and intermediate education, constitute a provisional Academic Council, consider financial arrangements and perform other important duties.

33. The Commission found that the existing legislation which governs the activities of the universities is unduly rigid. It accordingly proposed that, while (iv) University legislation. an Act should be passed in the Imperial Legislative Council repealing the Act of 1857 and, so far as it concerns this University, the Act of 1904, and defining in very general terms the powers and the constitution of the University, the terms of this Act should be elaborated in a number of Statutes, Ordinances and Regulations. The first Statutes would be scheduled to the Act, but would be capable of amendment by the Council, subject to approval by the Governor of Bengal in Council. Among other things, the first conferment of any university privileges on any institution in Bengal should be through Statute. The Ordinances would govern the daily work of the University, would be made by the Executive Council, though initiated as regards purely academic matters by the Academic Council, and would be subject to the veto of the Chancellor. The Regulations would deal with minor matters and their framing would be entrusted to the various bodies of the University concerned with the matters with which they deal.

34. Such, generally expressed and exclusive of many matters which, though less essential for the carrying out of the scheme, are nevertheless of considerable Criticisms on the Report. importance, are the proposals of the Commission regarding the University of Calcutta. The Government of India accept them as probably embodying the most feasible scheme which is compatible with existing conditions and which at the same time gives promise of healthy development in the future. The legislative measure embodying the Commission's proposal which it is intended to place before the Imperial Legislative Council, will, it is hoped, not depart in essential respects from the provisions set forth in the Report and only summarised in the broadest lines in this Resolution. The Government of India, however, observe that two members of the Commission were not in entire agreement regarding certain aspects of the proposals and that criticisms have been put forward in other quarters—

some to the effect that the changes suggested are too radical, others to the effect that still more drastic alterations are required. It is therefore to be understood that, while the forthcoming legislation will embody the essential outlines of the Commission's scheme, there may be room for differences in detail, dictated by administrative considerations or by public criticism.

35. In particular, the Government of India consider that the treatment proposed for temporarily affiliated colleges may, in practice, lead to difficulty. If the new organisation in Calcutta is really to assume the functions of an efficient teaching organisation, it will be hazardous to permit the continued existence in Calcutta of a class of institutions insufficiently equipped for participation in the Teaching University and calculated by their proximity to depress the standards which such a University should maintain. If on full consideration these apprehensions are found to be well based, it will be necessary to devise means for dealing with such colleges in a more expeditious manner than that contemplated by the Commission and it will probably prove most satisfactory if the Executive Commission is instructed at an early date to class those colleges which hold out no prospect of fulfilling the conditions of constituent colleges as intermediate institutions which would be definitely separated from the University and placed under the Board of Secondary and Intermediate Education.

The case is different with the *mufassal* colleges, which serve a useful purpose by providing higher education near to the homes of many students and by preventing those students from further augmenting the already overcrowded state of Calcutta colleges. It is, therefore, suggested that provision should be made for renewing the affiliation on present lines of those *mufassal* colleges which cannot immediately be classed either as University or as intermediate colleges.

The Commission apparently contemplated that the separation of intermediate from college classes, which forms the main pivot of their proposals, should not take immediate effect in temporarily affiliated and *mufassal* colleges. The case of the former kind of colleges has already been treated. But, as regards *mufassal* colleges, while the degree courses continue to be allowed for some time even in those institutions which cannot definitely be classed as University colleges, it appears to the Government of India to be important that they should rid themselves from the commencement of the presence of intermediate students—a condition which should apply to all institutions connected with the University save women's colleges.

36. The following points indicate the manner in which the questions mentioned in the preceding paragraph may, in the opinion of the Government of India, suitably be treated. They also indicate certain other deviations from the detailed proposals of the Commission which it may be found desirable to include in the Bill.

(i) *Powers of the Chancellor.*—The Chancellor may in some

Views of the Government of India on the classification of colleges.

Suggested deviations from the Commission's recommendations.

cases be substituted for the Government of Bengal as a sanctioning authority, *e.g.*, as the sanctioning authority as regards Statutes. This change, as in the Dacca Bill, would be made in order to emphasise the personal relation of the Chancellor with the University.

The Chancellor may also be given, as in the Dacca Bill, the power of suspension of operation of an Ordinance which he deems likely to be cancelled by the Court or disallowed by himself.

(ii) *The Court*.—The number of members of the Court may be slightly changed by specifying the number of members to be nominated by the Chancellor, by allowing the Chief Commissioner of Assam to appoint members to represent Assam, by including the Chairman of the Board of Secondary and Intermediate Education and the Muslim Advisory Committee, by reducing the number of Vice-Chancellors of other universities and the number of representatives assigned to associations contributing not less than Rs. 5,000, by omitting the representatives of faculties, of governing bodies of colleges and temporarily (until those institutions take fuller shape) of intermediate colleges and secondary schools, and by confining the membership of donors of Rs. 10,000 to five years. These changes would slightly reduce the size of the Court, prevent overlapping in its membership and add a few desirable elements.

(iii) *The Executive Council*.—The constitution of the Executive Council may be slightly modified, mainly by the substitution of two Deans of Faculties elected by the Academic Council and two appointed teachers elected by the same body for the three university teachers who, the Commission proposed, should be elected by the Academic Council.

Power may be given to the Executive Council in all financial matters within the limits of the budget, also supervisory control subject to certain safeguards over the framing, etc., of new Regulations.

(iv) *The Academic Council*.—The constitution of the Academic Council may be slightly modified, mainly by some reduction in the representation of recognised teachers and the Board of Secondary and Intermediate Education and by leaving indefinite the number of representatives of vocational faculties.

It is suggested that it may be empowered to constitute sub-committees or, if it thinks fit, an Executive Committee, and to appoint external as well as internal, examiners, subject perhaps to the retention by the Executive Council of the duty of appointing committees, in consultation with the Academic Council, to moderate examination questions and to report results to the Executive Council.

(v) *Faculties*.—It is suggested that the membership of these bodies be limited. The Deans should probably be the Chairmen.

(vi) *Temporarily affiliated colleges*.—These should be mentioned only in the transitory provisions and it should be the duty of the Executive Commission, before its dissolution, to class them either as incorporated or constituent colleges, or as intermediate colleges.

(vii) *Conditions of recognition for temporarily affiliated and mufassal colleges*.—The prescription of conditions may be left to the Executive Commission. But, save in the case of women's colleges,

the continuance of intermediate and of degree classes in one and the same institution should not be permitted after the date on which the Act comes into force.

(viii) *Appointments*.—The appointment of the teaching staff will be the work partly of selection committees of the University sitting in India and partly that of some organisation which will be able to arrange for recruiting in the United Kingdom. Two departures from the Commission's Report are proposed:—

(a) The nominations of the selection committees may be sent direct to the Executive Council, and not confidentially through the Academic Council, since to do so would be to court undesirable discussion and possibly personal intrigue.

(b) Cases may arise where a selection committee in England will not prove either the best or a necessary instrument for nomination, and where the Secretary of State could select without the aid of a Committee. But this course should not be adopted unless the Chancellor reports to the Secretary of State that exceptional circumstances exist justifying it.

(ix) *Admission*.—Provision should be made as in the Dacca Bill requiring the approval of the Government of India to the acceptance of other examinations as equivalent to the intermediate and degree examinations or to any other tests which are to be recognised as the minimum qualification admitting to the courses of the University. This seems to be desirable because such examinations will not be confined to Bengal and because the whole question of admission to universities must be dealt with by some central authority if confusion and undue competition are to be avoided. Moreover lack of uniformity in these matters is liable to prove embarrassing to Indian students proceeding to England.

(x) *Territorial jurisdiction*.—It is desirable that the Bill should contain a clause generally similar to section 27 of the Indian Universities Act, VIII of 1904. The limits of the teaching organisation should also be laid down; and it is proposed to express them as co-terminous with Municipal Calcutta as defined in the Calcutta Municipal Act, III of 1899.

(xi) *Extinction of privileges*.—It seems necessary to provide for the extinction of all privileges conferred under the existing Act with a view to their re-conferment at the discretion of the Executive Commission.

(xii) *The Executive Commission*.—The Executive Commission will be limited to seven members so as to become a more workable body; and the representation of the Government of Bengal will be fixed at two members.

Certain other deviations are suggested. These are generally of minor importance. They refer mainly to the procedure following an inquiry by the Visitor or appeals from aggrieved communities, the position of the Treasurer, the provision for certain teachers to appear as private candidates, the inclusion of a new body called the Board of Co-ordination to make the most effective use of the teaching facilities

and accommodation, provision for permitting a women's college to attain the rank of a constituent college. Some other unimportant changes will probably figure in the Bill, and it may be found desirable to express in the Bill itself the proportion and method of Muhammadan representation in the larger bodies, *viz.*, the Court, the Executive Council and the Academic Council.

37. The Government of India propose to place before the Imperial Legislative Council a Bill embodying the main proposals of the Commission with the deviations indicated above. They do not at the present stage commit themselves as regards these deviations or the detailed provisions of the measure. They trust that the Senate of the University of Calcutta and such other bodies as are closely concerned with the questions at issue will forward their opinions at a very early stage through His Excellency the Rector or the Government of Bengal, as the case may be, in such time as to permit of the publication of the Bill by the end of April 1920.

V.—Conclusion.

38. The Government of India are well aware that the proposals of the Commission may excite apprehensions in the minds of some. Vested interests may suspect that they are threatened, the sentiments which have grown round the University as it exists may feel themselves touched. But the scheme which the Commission has framed shows due consideration in all these matters. It is necessary to recognise the task of public instruction in all its branches as an important trust laid upon Government and upon the nation, in which, while violence to personal interests should, where possible, be avoided, the greatest good of the majority must prevail. The traditions and the affections which cling round a time-honoured institution will only be strengthened by its development; for progress with the times must now, more than ever, be the watchword in education and the Commission has amply shown that the system in Bengal calls for re-adjustment to suit changing circumstances. It is not pretended that the realisation of the Commission's proposals will be an easy matter. Funds will be required, high administrative ability will have to be called into play, apprehensions will have to be allayed and the claims of conflicting interests adjudicated. The Government of India are assured that there is at the present moment in Bengal a strong and genuine aspiration for improved methods in the higher branches of instruction. They feel therefore that they can confidently look for the assistance and co-operation of the educated classes in carrying out the high and difficult enterprise on which the Commission has invited them to embark. They believe that these changes, if successfully achieved, will lead to a better order of things, remove any taint of inefficiency and furnish Bengal with a body of educated youth competent to further her interests in intellectual, administrative and industrial activities.

EXCISE.

Excise Administration in Burma.

RESOLUTION ON THE REPORT FOR THE YEAR 1918-19.

The gross receipts during the year were nearly Rs. 97 lakhs, while the expenditure on establishment amounted to over Rs. 12 $\frac{3}{4}$ lakhs. Of the receipts approximately Rs. 42 $\frac{1}{2}$ lakhs came from opium.

Imported liquor decreased by 27 per cent., compared with last year, the amount imported being 331,863 gallons. In the last pre-war year (ending 31st March 1914) the amount was 290,203 gallons. The amount of spirits imported in 1918-19 was 148,226 liquid gallons. The issues of Burma-made beer amounted to 346,416 gallons against 203,519 gallons in 1913-14, and the issues of other Burma-made "foreign" spirits, excluding denatured and rectified spirits, amounted to 35,968 London-proof gallons as against 24,885 gallons in 1913-14. The consumption of locally-made foreign spirits is therefore greatly on the increase at the expense of the imported article. The number of licenses for the vend of foreign alcoholic liquor remained stationary; there were unimportant variations in the number of other licenses in respect of "foreign" alcoholic liquor.

The issues of country spirit from the contract distilleries, now reduced to two, one at Mandalay and one at Moulmein, increased by 19.59 per cent., which was in part, no doubt, due to the opening of five new shops in areas where the people have hitherto secured supplies from illicit sources.

As regards *tari*, the introduction of the tree-tax system has continued to give good results. In Rangoon and in the Tharrawaddy and Prome Districts it has reduced the illicit supply of *tari* and is reported to have led to a slight decrease of drunkenness and of crime due to drink. It has also led to a substantial increase of revenue. No reasonable exception can be taken to the transfer to the State (with consequent benefit to the general public) of the profits which formerly went into the pocket of the illicit vendor, where such transfer is at the same time attended by a decrease in actual consumption.

The number of licenses for the vend of country fermented liquor remained the same, but there was an increase of 8.8 per cent., in the receipts from license fees. This increase is ascribed partly to the partial suppression of the illicit *tari*, and partly to the falling off in the supply, and to the high prices of imported liquor.

The figures relating to convictions for drunkenness and the number of cases in which drink led to crime bear probably little relation to the

facts, which are that drunkenness is very prevalent among the younger generation and that it is a fertile source of crime. The Lieutenant-Governor is aware that the sentiment of the educated classes of the people is strongly against indulgence in alcoholic liquor, but it is difficult to trace any connection between that sentiment and the fact that there is no indication of any decrease in the demand for liquor. The fact is that the sentiment of the mass of people is not the sentiment of the educated classes, and an indication of this may be found in the reluctance of the village headman to assist the Excise staff. Nor is this surprising. In the United Kingdom the light in which drunkenness is regarded by educated people has completely changed in the course of the last 150 years, but it is doubtful if there has been any commensurate change in the habits of the people at large. If Government could by a change in their excise policy abolish drunkenness they would eagerly make that change, for the abolition of drunkenness would lead to a decrease of crime, and consequently of expenditure on police and prisons, and would increase the productivity of the people to an extent that would far more than compensate for the loss of excise revenue. But while human nature is what it is, and while the country abounds with unlimited material for the manufacture of alcohol, such a supposition is chimerical. Where illicit supplies are easily procurable the closing of shops may satisfy the moral scruples of the persons on whose advice the shops are closed, but experience shows that the effect may be rather to increase drunkenness than to diminish it. The policy of Government is to reduce the number of shops, and on occasion to increase it, to the figure which makes it unprofitable to hawk illicit supplies of liquor broadcast over the country. This is but a reiteration of previous pronouncements. It is rendered necessary by the persistence with which Government's excise policy is misrepresented in some quarters. Many earnest persons believe that a law can make humanity sober, and that the control of liquor as distinct from its total prohibition is a State license of drunkenness, but a law which can be easily disobeyed, and which thousands of well-conducted people will disobey without any sense of moral obliquity, must defeat its own ends, and carry its own contempt. At any rate, such a policy can stand no chance of success until it represents the opinion not merely of earnest reformers, but of the vast majority of the individuals of whom a nation is composed. Until the goal is reached strict control is in the best interests alike of the State and of the people.

Excise Administration in Bombay.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918-19.

Figures showing the growth of the excise revenue as well as the

consumption of country spirit during the past ten years will be seen from the annexed statement:—

Year	Consumption in proof gallons		Gross excise revenue	
	Presidency proper	Sind	Presidency proper	Sind
			Rs.	Rs.
1909-10	23,69,101	2,14,878	1,56,73,116	18,07,450
1910-11	26,15,526	2,10,285	1,69,11,158	19,50,018
1911-12	25,54,588	2,27,467	1,80,04,782	21,72,129
1912-13	24,58,950	2,11,691	1,88,64,964	23,18,753
1913-14	24,56,582	2,13,627	1,99,28,495	22,70,299
1914-15	23,41,480	2,07,912	1,98,18,870	23,27,268
1915-16	21,87,387	2,20,045	2,03,29,480	23,74,617
1916-17	25,17,473	2,02,895	2,35,06,743	24,06,939
1917-18	26,56,115	1,96,409	2,90,43,906	27,98,062
1918-19	24,71,992	1,98,162	3,44,59,353	30,81,183

Comparing the totals for the five years 1909-10 to 1913-14 with the five years 1914-15 to 1918-19 (which latter comprise the whole of the period of the war), it will be seen that the average yearly consumption of the country spirit in thousands of proof gallons during former period was 27,00 and during the latter 26,40—a decline of 2·2 per cent. The average revenue for the first period was Rs. 1,99,80,229, while for the latter period it was Rs. 2,80,29,284, or an increase of 40 per cent. It is clear that the objects which Government set before them of securing a maximum revenue, while at the same time restricting consumption by high rates of taxation, have been successfully achieved.

The outstanding feature of the year under review was the introduction of the open auction system coupled with the abolition of maximum selling prices for country spirit, opium and toddy. The receipts in the form of vend fees under the new system show an increase of Rs. 49,58,205 over the receipts under the license fee system of the previous year. From the consumer's point of view the principal effect was a rise in the price of country spirit which, coupled with the rise of prices of necessities due to the failure of harvest, produced a tendency to substitute weaker for stonger spirit, or to drink toddy in preference to both. The price of opium is also said to have risen, but that of toddy did not, and there seems to have been no decline in the consumption of the latter beverage. The bids at the auction are reported to have been extravagant in some cases and there have been instances in which owing to this cause and the unfavourable character of the season, licensees have defaulted and the shops have had to be re-sold. It is to be hoped that, as licensees gain greater experience of the new arrangement, these defects will disappear.

The number of country spirit shops in the Presidency proper declined by ten. But the Commissioner remarks that a larger number will be reduced before the next auctions are held. In Sind no less than eighteen shops were closed. From Appendix B it appears that the hours for the sale of country spirit were generally speaking unchanged. In view, however, of reports received during the year

orders were issued for the Presidency proper fixing with effect from April 1919 the time of opening for all refreshment rooms, hotels, country spirit shops and shops holding foreign liquor "off" and "on" licenses at 10-30 A.M. This had hitherto been 9 and 9-30 A.M., in the mofussil and 10 A.M., in Bombay. In Sind, except the city of Karachi, similar orders were issued as regards refreshment rooms and shops holding foreign liquor "on" and beer licenses, changing the hour of opening from 9 A.M. to 10-30 A.M. In Karachi City orders were issued directing the closure of all retail "on", country spirit and beer shops and refreshment rooms from 12-30 to 2 P.M. The increase in the number of shops licensed for the sale of 60° u.p., liquor as well as the extension of the area in which liquor of 30° u.p., took the place of liquor of 25° u.p., is satisfactory. The possibility of a further reduction in the strength of the spirit sold in Sind has not been lost sight of and proposals on the subject called for from the Commissioner are under consideration.

FOREST.

Forest Administration in Madras.

SUMMARY OF PROGRESS ACHIEVED DURING 1918-19.

Administrative control.—The Forest Department was under the control of the Board of Revenue until the last month of the quinquennium when it was transferred to the control of the Chief Conservator of Forests.

Mr. A. W. Lushington, C.I.E., Retired Conservator of Forests, was employed on special duty in December 1916 to investigate the possibility of the commercial exploitation of the forests. The appointment ceased in January 1919. His experiments in the seasoning of timber were not carried on long enough to justify any conclusion being drawn from them, but he did some excellent work in the valuation and the identification of species in the Western Ghaut forests. He is one of the very few who can identify the bewilderingly similar evergreen trees of these forests.

The appointment of a Special officer of the Golconda Agency and Hill Madagole in the Vizagapatam district was sanctioned during the period, in order to conserve the forests in the catchment area of a number of hill streams.

An important change of forest administration was effected in G. O. No. 260, Revenue, dated 7th February 1916, which modified the position of the Collector and the District Forest officer. While recognizing the power and authority of the Collector as head of the district for the welfare of the community in general, the District Forest officer was declared to be the head of the Forest Department in his own district and the Conservator was made responsible for and given control over all professional, departmental and financial matters in his circle.

The war has revealed not only the undeveloped forest resources of the State but the necessity for Government itself undertaking the exploitation of its forests. Private firms cannot be expected nor are they willing to invest large sums of money in tramways, saw mills, machinery and roads together with the responsibility for and cost of regenerating the areas of forest exploited. It is essentially a matter for the State in this country as in others. Unfortunately the Forest Department at the outbreak of the war was under-staffed in all departments and for want of previous experience and essentials for forest working on a larger scale was unable to meet the enormous demands for timber. Whatever was possible was done and especially in the matter of tanning bark and hay valuable contributions were made.

Legislation.—In consequence of the appointment of Chief Conservator of Forests as head of the Forest Department, the Madras

Forest (Amendment) Act, 1919, was passed and received the assent of His Excellency the Viceroy.

Changes in area.—The area under control remained practically unaltered as shown below :—

		At the commencement of the period	At the end of the period
		sq. miles.	sq. miles.
Reserved forests	...	18,863	18,712
Reserved lands	...	802	682
Total	...	19,665	19,394

The slight difference in area noted above is due to disafforestation of reserves in pursuance of the recommendations of the Forest Committee.

Demarcation.—The total length of artificially marked boundaries at the end of the quinquennium was 34,454 miles and is now 32,575 miles. The decrease is due to disafforestation of certain reserves and plantations, to rectification of errors at settlement and to the adoption of Survey of India figures.

Surveys.—About 336 square miles were surveyed by the Survey of India on the 2 inches scale chiefly in *Nellore* and *West Vellore* divisions. About 160 square miles were surveyed by the party on the 4 inches scale.

Working-plans.—During the quinquennium working-plans were in force for 8,312 square miles against 8,091 square miles in the previous quinquennium. The areas for which working-plans were newly sanctioned by the Board of Revenue during the period were considerably greater than 221 square miles, but owing to disafforestation of areas, cancellation of working-plans, on account of the impossibility of carrying out their provisions, and in some cases the termination of the period covered by the working-plans, the net increase in the areas under working-plans does not show an appreciable increase.

Communications and buildings.—The average annual expenditure on communications, buildings and other works amounted to Rs. 2,77,505 during the period under review against Rs. 3,19,000 in the previous period. The fall in expenditure is due to the postponement of works on account of the war. Nearly a lakh of rupees was spent under these heads in the Southern Circle for the construction of roads on the Javadis. The period ended with a large accumulation of building and communication works approved of in principle but not carried out for want of funds and staff.

Forest offences.—The average annual number of forest offences rose to 28,933 from 28,500 in the previous period. Cases of injury to forests by fire and offences of unauthorized felling increased from 1,104 and 17,574 to 1,318 and 18,716 respectively. There was a very small increase in the number of other offences. Offences of unauthorized grazing fell from 8,634 to 7,722 during the period under review.

Fire protection.—The average area under systematic fire protection amounted to 16,060 square miles against 13,000 square miles in

the previous quinquennium. The results of protection appear to remain fairly constant and the department has yet to find a satisfactory method of preventing fires in the large and inflammable hill forests of the drier zones.

Protection from cattle.—At the beginning of the quinquennium one-sixth of the total area of forests in the Presidency was closed to grazing. During the closing year of the period the area open to grazing was reduced to one-fourth of the total area of forests, and the incidence of grazing from 3,783,000 to 2,117,420 animals. The grazing revenue, however, increased somewhat owing to higher fees. The decrease in the number of animals grazed is mainly due to the final elimination of the goat. The average incidence during the last year of the quinquennium worked out to $4\frac{1}{2}$ acres of grazing to each animal: but since areas open to grazing contain large tracts which are inaccessible to cattle or to which cattle are not driven in large numbers, the actual grazing incidence is often far heavier. Endeavours were made during the period to distribute the grazing more evenly, to provide facilities for watering cattle in the forests, and to reduce the incidence when the forests were being seriously injured by overgrazing. It is hoped by the gradual introduction of new methods such as the forest village system, the panchayat system and the kancha system to gradually interest the villager in the conservancy and improvement of the grazing grounds adjacent to his village.

Yield and outturn.—The following statement shows the annual average outturn of the forests for the two periods:—

—		Timber and fuel	Bamboos in number or in value	Minor produce in value
		c.ft.	No.	Rs.
1909-10 to 1913-14	...	26,554,000	40,306,000	16,30,000
1914-15 to 1918-19	...	25,161,000	Rs. 3,11,727	18,43,032

The value of minor produce increased by about 12 per cent and is due mainly to high prices realized for tanning barks. In the absence of information as to the quantity of bamboos extracted by all agencies during the quinquennium under review, no comparison is possible during the present period and the one preceding it.

Financial results.—The average annual financial results of the last two periods were as follows:—

—		Revenue	Expenditure	Surplus
		Rs.	Rs.	Rs.
Average for 1909-10 to 1913-14	...	40,72,000	31,86,000	8,86,000
Average for 1914-15	...	40,17,852	29,36,651	10,81,201
Do 1915-16	...	39,38,475	26,07,949	13,30,526
Do 1916-17	...	47,79,016	27,84,374	19,94,642
Do 1917-18	...	54,16,496	29,19,596	24,96,900
Do 1918-19	...	49,16,509	31,31,939	17,84,570
Total for the period 1914-15 to 1918-19	...	2,30,68,348	1,43,80,509	86,87,839
Average for the period	...	46,13,000	28,76,000	17,37,000

Admitting the necessities of the war, the very degraded condition of a large percentage of the Madras forests and the absence of facilities for working the more remote and therefore better-stocked forests should otherwise forbid the accrual of these very large surpluses. If the forest property as a whole is ever to approach its full bearing capacity capital must be sunk in communications, buildings, machinery and plant and current revenue must be ear-marked for increase in establishments and improved conservancy. The present annual depreciation of forest capital by fire alone must run into many lakhs of rupees and the failure of forest conservancy on very large areas of forest in the Ceded districts and elsewhere gives much cause for anxiety.

Forest Administration in Bihar and Orissa.

GOVT. RESOLUTION ON THE REPORT FOR 1918-19.

Communications and buildings.—The total expenditure on roads and buildings constructed and repaired during the year rose from Rs. 77,905 to Rs. 82,469. The new works comprised 62 miles of cart roads, and the completion of the quarters of two Divisional Forest Officers.

Forest offences.—The number of forest offences increased by 40, and the percentage of convictions fell from 91 to 87 per cent. Punishments appear to have been adequate.

Protection from fire.—Protective measures against fire were taken in an additional 5,236 acres in protected forests. The area of reserves under fire protection was decreased by 5,348 acres as an experiment. The percentage of successful protection rose from 93·3 to 99·2; the number of fires rose from 70 to 73 but the area burnt fell from 78,000 to 30,000 acres.

Protection from cattle and against injuries from natural causes.—The percentage of the total reserved area open to grazing rose from 20 to 25 and the number of cattle impounded from a triennial average of 686 to 1,047. In the demarcated blocks of the Khurda protected forests the convenience of the raiyats has been met by raising the period during which coups remain open for grazing from one year to five years. A proposal to raise the fees charged to professional graziers in these forests is under consideration. The result of experimental preventive measures to stop the growth of creepers and *sal* thicket fungus will be watched with interest.

Financial results.—These are most satisfactory. A profit was shown in all Divisions excepting Palamau and Angul. The total revenue rose from Rs. 7,98,724 to Rs. 9,31,061, while there was an increase of less than Rs. 33,000 in expenditure. This total revenue compares most favourably with the quinquennial average of Rs. 5,94,174. The improvement is largely due to the sale of timber for munitions purposes. The Lieutenant-Governor in Council will watch

with interest the results of the new system in the Chaibassa Division by which increased facilities are granted to meet the local demand for *sabai* grass.

Conservation of private forests.—A satisfactory feature of the year has been the progress made in protecting private forests from denudation, especially in the Chota Nagpur Division. Twenty applications have been received under section 38 of the Forest Act, and several important forest areas are being taken up under the Land Acquisition Act.

Summary for the five years from 1914-15 to 1918-19.

Re-organisation schemes.—Considerable changes in the organisation of the Imperial branch of the Provincial forest cadre have taken place during the quinquennial period. In 1915-16 two posts were added; and re-organization schemes for both the superior and subordinate branches of the service were sanctioned in March 1919 and October 1918, respectively, the cadre of the Imperial service being strengthened by five and the Provincial service by three additional posts.

In connection with these schemes complete effect will be given to the following changes in classification as soon as officers are available, and funds permit:—

- (1) The provision of two major charges in connection with forests at present owned by private parties, but to be managed or acquired by the State.
- (2) The provision of two major charges, one for silvicultural work and the other for revision and preparation of working plans.
- (3) The conversion of the Porahat Division into a major charge.
- (4) The provision of one major charge for the Mayurbhanj forests.
- (5) The creation of a new minor charge to be called the Hazaribagh Division.
- (6) The provision of a minor charge to be attached to the Puri and the Sambalpur Divisions.

The prospects of Rangers have been improved by the following additions to posts on existing scales of pay, *viz.*, one on Rs. 200, one on Rs. 150, three on Rs. 125, four on Rs. 100, four on Rs. 80 and two on Rs. 60, while two posts on Rs. 50 have been abolished. Two additional Deputy Rangers on Rs. 40 and one on Rs. 50 have been added to the cadre.

The Lieutenant-Governor in Council has read with interest the Conservator's remarks on the progress made in demarcating protected forests and on the value of the coupe system and its successful results in the Saitba protected forest. He agrees with the Conservator in the importance of convincing land-owners of the ultimate advantages both to themselves and their tenants of preventing the denudation of forests. It is gratifying to learn that land-owners in Ranchi are beginning to take a more enlightened view of this matter.

Working plans.—The Lieutenant-Governor in Council hopes that a revision of the working plans in Singbhum and Puri will soon be practicable when the new posts are filled.

Communications and buildings.—The total expenditure on new roads during the five years rose from Rs. 94,119 to Rs. 1,28,560, while that on new buildings has fallen from Rs. 1,15,985 to Rs. 1,00,773. The increase in the expenditure on roads is explained by the need for the development of forest communications to cope with the demands of the Munitions Department for timber and mica, while the reduction under the head of buildings, is due to the need for economy during the war. Considerable additions to the existing accommodation are needed for the staff as now sanctioned.

Forest offences and fire protection.—Forest offences increased from 1,081 in the last year of the preceding quinquennium to 1,462 in 1918-19.

Financial results.—The average annual revenue rose from Rs. 4,12,061 in the preceding quinquennium to Rs. 6,79,399 in that which has just closed; the expenditure from Rs. 3,07,668 to Rs. 4,05,823 and the surplus from Rs. 1,04,393 to Rs. 2,73,576. Palamau and Angul are the only Divisions which have been working at a loss. Their backwardness is largely due to lack of railway communications.

The period has been one of exceptional activity both in the matter of increasing output to meet the demands and in opening out new lines of work for the future, particularly the preservation of private forests and the plantations of teak and casuarina. The Department has every reason for satisfaction in the part which it has played in providing for war needs.

Forest Administration in Burma.

A QUINQUENNIAL REVIEW.

This resolution is intended to cover the period from the 1st July 1914 to the 30th June 1919 a period which was, of course, completely over-shadowed by the great war.

It is natural that the development of the forests should have been retarded by the shortage of officers and the diversion of energy. The area of Reserved Forests increased in the five years by only 2,004 from 27,332 to 29,336 square miles, as compared with an increase of 3,751 square miles in the preceding quinquennium. The outturn of teak during the five years ending with 30th June 1919 amounted to 1,725,842 tons, or an increase of 23 per cent. The outturn of timber other than teak, however, showed a decrease of 18 per cent owing to the war. The outturn of fuel, owing to the shortage of coal, was almost double that of the previous five years. Bamboos showed a falling off, but other minor forest produce showed a normal increase.

Timber.

It is not the intention of Government to compete unfairly with the large Timber firms which have sunk much capital in the country, have called into being expert organisations on a large scale, and have contributed largely to the expansion of forest revenues. The objects of Government are to exercise a reasonable control over the teak-market, to promote its healthy expansion, and to secure a share of the profits of that expansion, to endeavour to extend the market for teak of second quality, and to supply its own requirements of teak in order to cheapen the cost of construction of Government buildings. Government is also bent on exploiting timbers other than teak, which have rather been neglected in the past, and for which it is believed that valuable markets can be secured. For these purposes Government requires, and proposes to erect, saw-mills of its own.

Miscellaneous industries.

“Utilization” also is coming into its own. The industrial activity engendered in India by the War has turned many eyes towards the commercial potentialities of Burma’s forest products. The paper-pulp industry is at last about to be taken up in earnest, and the development of multifarious tanning materials should be a feature of the present quinquennium. The possibilities of wood-distillation are the subject of inquiry. Interesting, if not as yet very conclusive, experiments have been conducted in box-making; from the results achieved it is thought that there is likely to be a better future for ply-wood boxes than for solid boxes, and it is hoped that an enterprising firm will shortly start the manufacture of ply-wood in the Arakan Division. Plans are being drawn up for the erection of a Forest Research Institute: an up-to-date drying kiln is under order from America for experimental purposes, and its erection will help the solution of the numerous problems connected with seasoning. The all-important problem of the mechanical extraction of timber from the forests has recently been studied in America, where such extraction is most highly developed, by the Chief Conservator, and an American Forest Engineer has just arrived in Burma to assist in advising on extraction schemes. Two new Conservatorships, one for Research and one for Utilization, have just been created. It will be seen, therefore, that the Local Government is fully alive to the necessity for investigating and exploiting the scientific and commercial possibilities of forest products, and is no longer content to confine its functions to conservation and regeneration. In a very interesting article on the subject of “Forest exploitation” which appeared recently in a Calcutta paper, the reproach was made with some justice, that hitherto the investigations of the Forest Department, leading to any practical venture on the part of the industrial community, had been conspicuous by their scarcity. The Lieutenant-Governor hopes that the carrying out of investigations in Burma through the agency primarily of the newly created circles will soon remove all ground for such reproach in Burma.

While sanguine, therefore, that there will be a quickening in the near future in the industrial development of forest products, Sir Reginald Craddock attaches equal importance to the expansion of forest revenue. It seems to be the fashion now-a-days to speak as though Government ought to be rather ashamed of getting as much revenue from its forests as possible. The fact is apparently overlooked, that the forests in Burma are the second mainstay of the Provincial finances, the first being of course the land, and that any development of the Province, in the way of communications or in any other direction, will depend on the success with which the Forest Department can exploit the resources of these forests. To some extent the expansion of forest revenue will depend on the amount of revenue which Government is able to put back into the forests. Critics have pointed to the fact that the percentage of surplus to gross revenue is higher in Burma than in any province in India, and it seems to be assumed that this is due to a cheese-paring policy on the part of the Local Government. What these critics fail to take into account is, that the amount of money available for expenditure on forests depends on the total amount of revenue which is available for the total expenditure of all departments of the administration. Forest revenue cannot be ear-marked for expenditure on forest development any more than land revenue can be ear-marked for expenditure on agricultural development. Any substantial increase in expenditure on education, or sanitation, or roads or any other department of the administration. The following table shows (in thousands of rupees) the average annual forest revenue and expenditure in the quinquennium just closed, compared with its two predecessors:—

Quinquennium			Revenue	Expenditure	Surplus	Percentage of net to gross revenue.
			Rs	Rs.	Rs.	
1904-05 to 1908-09	...	...	94,01	36,52	57,49	60·9
1909-10 to 1913-14	...	...	104,20	40,70	63,50	60·9
1914-15 to 1918-19	...	...	114,08	51,64	62,44	54·7

Forest Administration in the Central Provinces.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

Fuel.—In paragraphs 9 and 21 of the report, the Chief Conservator mentions the experiment which is being made in Chhattisgarh of supplying wood at cheap rates to encourage the use of firewood in the place of cowdung fuel among the people of the Chhattisgarh plain. It must be frankly admitted that the results so far have not been encouraging, and they afford a curious comment on the allegation sometimes made that the burning of cowdung as fuel is entirely necessitated by the lack of firewood. If the people of the Raipur district continue to burn cowdung, with 160,000 cubic feet of firewood stacked almost at their doors and offered to them at very cheap rates, immemorial custom and a preference for cowdung fuel must be

assigned as the reasons for the continuance of the practice rather than the scarcity of wood fuel. The Chief Commissioner, however, would ask the Department not to be discouraged. When he ordered the inception of this experiment, he realised that the introduction of wood fuel would be a difficult task and that Government would not have to look for financial results in the earlier stages, and he hopes that the district staff will co-operate with the Forest officials in the uphill work of inducing the cultivator to incur a small initial cost in purchasing firewood for the sake of a greater return in the shape of heavier crops due to his manure being applied to his fields instead of being burnt.

Exploitation of lac.—In paragraphs 19 and 22 of the report Mr. Osmaston mentions that the large increase in receipts from minor forest produce in the Northern Circle is largely due to the departmental exploitation of lac. It would have been better if he had explained more fully what the Forest Department is doing in this work, which is of increasing importance and Sir Benjamin Robertson hopes that it will be more fully mentioned in next year's report. The trebling of the receipts in one year, even if allowance be made for market fluctuations and climatic conditions, shows what can be done, and the Chief Commissioner has recently permitted Mr. Harlow, Deputy Conservator of Forests, to go on deputation under the Government of India for a comprehensive enquiry into the lac question for India as a whole. He hopes that Mr. Harlow, on his return to the Provinces, will be able to utilise the knowledge he has gained in this enquiry to establish the Department's lac activities firmly on the most up-to-date lines.

Grazing.—The total number of animals grazed in the forests and the total receipts from grazing both show a decline, which was to be expected in a year when influenza most seriously interfered with the normal activities of the people. The results also no doubt prove the truth of the statement made in the report that part of the decrease was due to inadequate check by the subordinate staff, which was natural under the circumstances of the year; but of the total decline out of the total decrease of 190,000 animals as much as 100,000 were among sheep and goats, which, as the Chief Commissioner has often said, is not to be deprecated. A recent debate in the local Legislative Council shows that the policy of Government in the matter of forest grazing is not yet understood. The idea that any decrease in the number of animals grazed is necessarily an evil that still holds, and there is unfortunately little sign of the public realizing that unrestricted grazing means in the end not only the destruction of the forests but also of the grazing, though the truth of this statement can be tested by anybody who takes the trouble to examine an area where grazing is unrestricted.

Forest offences.—The number of forest offences again shows a decline in the past year, though there is a rise in the quinquennial average, but the Chief Conservator expresses a doubt whether the smaller figures in 1918-19 are not due to poorer detection, owing to the forest staff being unusually busy with grass operations. Dislocation

of work owing to influenza, with its accompanying heavy mortality among the staff, must also be held to have interfered with detection. Sir Benjamin Robertson realizes the difficulties of the past year, but he would like to have seen a more convincing analysis of the figures on a matter which so intimately affects the convenience of the people.

During the year the Chief Commissioner submitted to the Government of India his views on the recommendations of the Public Services Commission on the Forest Department, and recently the first step towards improvement has been taken by placing the pay of the Imperial Branch of the Service on a satisfactory basis, and the Chief Commissioner trusts that the full orders of the Government of India on the proposals will not be long delayed. The pay of forest clerks has recently been improved by the grant of temporary allowances pending thorough re-organization, and the serious question of increasing the pay of subordinates is coming up for solution with that of all other low-paid branches of Government services. Apart from rates of pay, both the report and the review show the need of strengthening the staff throughout. The development of communications, silviculture, the revision of working plans and utilization all call for more men, yet in the past five years the effective strength of the Department has of necessity seriously declined and not advanced. Sir Benjamin Robertson is therefore glad to learn that the Chief Conservator of Forests is taking advantage of the present visit of the Inspector-General of Forests to consider with his help a full scheme of re-organization to be worked up to as men become available. Even though it may be impossible in the immediate future to recruit up to the full complement of staff required, it is necessary to lay down clearly what staff is needed to cope even with the present activities of the Department, which are much greater, judged by revenue, than was contemplated when the superior staff was last re-organized, and to meet the increasing demands of the future.

Forest Panchayats in Madras.

BOARD'S REVIEW ON THEIR WORKING DURING 1918-19.

The Board, in consultation with the Chief Conservator of Forests, has considered the Collectors' reports regarding the work of forest panchayats during the twelve months ending with June 1919 and will now review the reports.

During the year the number of panchayats increased from 319, managing 496 square miles, to 366, managing 534 square miles. Of the area under management 6 per cent was unreserved land and the rest reserved forest—

Districts	Blocks of unreserves		Reserves		Number of pancha yats working
	Number	Area in acres	Number	Area in acres	
Kistna	2	786	4	5,367	14
Guntur	...	...	31	40,036	31
Nellore	2	2,834	2	3,418	2
Chingleput	2	343	20	9,600	24
Cuddapah	3	8,285	9	18,475	19
Kurnool	...	...	1	9,054	1
Bellary	...	...	27	75,277	60
Anantapur	1	2,522	4	4,187	9
Chittoor	1	402	5	22,335	16
Coimbatore	1	3,567	14	9,683	18
South Kanara	2	640	1	89	3
North Arcot	...	...	19	33,192	69
South Arcot	...	...	15	21,482	34
Salem	...	...	8	16,468	18
Tanjore	1	1,750	...	...	1
Trichinopoly	...	...	30	43,309	31
Madura	...	...	4	5,833	12
Ramnad	...	...	1	550	1
Tinnevelly	...	...	3	2,604	3
Total	15	21,129	198	320,959	366

Sixty-eight panchayats are reported to have been failures. Two were dissolved finally, one in Guntur and one in Chingleput, the first because the villagers were unwilling to undertake their duties, the second owing to bad management. The members of three panchayats, one in Cuddapah, one in Trichinopoly and one in Bellary, were replaced by another set of panchayatdars. With the approval of the Board of Revenue, the agreements of 15 out of the 16 panchayats in the Chittoor district were terminated at the end of the year as a result of Mr. Bryant's report that the areas were not properly managed.

Some panchayats, noticeably in Guntur, are reported to have worked satisfactorily. The Bhimanandal panchayat in the North Arcot district and the Karedu panchayat in Nellore are two more examples of a successful year's work. The Karedu panchayat keeps careful accounts and contributed Rs. 250 to a local irrigation board towards the repair of the supply-channel of the Karedu tank. The area under the control of the Ramasamudramkadu panchayat in the South Kanara district is reported to be well utilized. A special feature of this panchayat is that it maintained a breeding bull for the service of the cattle grazing in these areas. In Coimbatore the panchayat managing the Dalavoipatnam reserve maintained its reputation for good work under the able management of Mr. Alagiriswami Reddiyar.

The reports generally reveal much the same state of things as existed last year. Until a close examination is made of the forests as a whole it is impossible to say with certainty what use the panchayatdars are making of their forests. There appears to be more positive evidence of over-grazing this year than last. When deliberate mismanagement and fraud are clearly proved, the offending panchayat should be promptly dissolved and the area resumed by the Forest Department. Such a course may prove effective in bringing other

panchayats to a sense of their duty. At the same time, continued encouragement and advice from Revenue and Forest officials will be necessary, if any progress is to be made.

In paragraph 4 of Board's Proceedings, Forests, No. 102, dated 21st November 1917, Collectors were requested to furnish figures in their annual reports regarding the grazing incidence and the fees charged per head of cattle and sheep, and this instruction was reiterated in paragraph 4 of Board's Proceedings, Forests, No. 3, dated 6th January 1919. The only Collectors who have given the information are those of Ananthapur, Madura, Ramnad, North Arcot, Kurnool, Coimbatore, Kistna and Tinnevely. In North Arcot and Madura the grazing incidence is very high, ranging from under half an acre per cow unit to a little over two acres. Fees were levied at varying rates and in many districts were less than those charged in forests managed by Government.

In paragraph 4 of their Order No. 560, Revenue (Special), dated 26th March 1919, Government requested the Board to express its views again on the subject of empowering panchayats to compound offences. The great majority of Collectors are not in favour of entrusting such powers to panchayats. The Board considers that it is certainly too soon to think of doing so. If a panchayat really wishes to put down offences and if the panchayatdars are properly chosen, it is easy for them to protect the forest without resort to law. The matter may be considered further when the Special officer, whose appointment Government have approved, has submitted his report on the condition of forest panchayats.

JUDICIAL.

Criminal Administration in Burma.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918-19.

Honorary Magistrates continued to do much useful work, but the Judicial Commissioner of Upper Burma remarks that many Benches were not sufficiently employed. He suggests that District Magistrates should see that as many suitable cases as possible are made over to them for trial and that they should be supervised and instructed by stipendiary Magistrates. The Lieutenant Governor concurs in these remarks and considers that in the case of a Bench which requires instruction a stipendiary Magistrate should occasionally sit with the Honorary Magistrates, if this be not already the practice. His Honour considers that the regular trial of criminal cases should be extended to Honorary Magistrates to a much greater extent than is at present the case.

Both the Hon'ble Judges of the Chief Court and the Judicial Commissioner of Upper Burma call attention to the reluctance shown by many Magistrates to dismiss complaints under Section 203, Criminal Procedure Code. This reluctance (which is one of the commonest features in criminal administration throughout India, and is the subject of annual comment in almost every province) may in part be due to Magistrates with heavy cause lists grudging the time necessary for the thorough examination of the complaint. District Magistrates should again impress on their Magistrates that such perfunctory work wastes time instead of saving it, and that the unnecessary issue of a warrant or summons is very often a real hardship to an innocent man.

The percentage of convictions declined in both parts of the province, but what is much more remarkable than this decline is the great variation in the different districts. The percentage was 45·10 in the Maiktila District and 81·76 in Rangoon. The Hon'ble Judges of the Chief Court consider that inadequate investigation by the police is one of the main causes of the low percentage. The high average duration of cases is probably another cause. Whatever the causes may be they appear to be peculiar to the districts concerned because two of the districts showing the lowest percentages also showed the lowest percentages in 1917, whilst the four districts with the highest percentages in 1917 also had the highest in the year under report. Percentages as low as 45·10 (Meikutilla) and 48·41 (Pegu) denote bad work on the part of the police or of the Magistrates.

The Hon'ble Judges of the Chief Court are of opinion that the working of the preventive sections is on the whole improving, and

that in most districts careful enquiry is held before prosecutions are sanctioned with the result that 80 per cent of the prosecutions are successful. The successful prosecution under these sections of the principal cattle thieves is given as the reason for the decrease of cattle theft in the Insein District. This is highly satisfactory, but there has been very little improvement in the proportion of persons imprisoned in default of furnishing security, the percentage being 47·79 as against 51·02 in 1917. These figures compare very unfavourably with the percentages of 10·29 and 21·19 in Upper Burma. It is not to be expected that such good results can be obtained in Lower Burma where a large number of criminals come from districts other than the district in which they are called upon to furnish security, but the Lieutenant Governor fears that the opinion referred to in the Resolutions for 1916 and 1917 as being held by some Magistrates, police officers and headmen that security cases partially fail if security is furnished, has not yet been eradicated. It is possible that if a person called upon to furnish security for his good behaviour were allowed to give sureties from the district from which he originally came his relatives and friends might be willing to stand surety, provided that he returned to his own village and he would thus be given a chance of reformation instead of having his criminal propensities confirmed by being sent to Jail.

The Lieutenant-Governor notes with regret that the average duration of cases has risen in both Lower and Upper Burma. It is probable that the measures suggested by the Hon'ble Judges of the Chief Court in the report for 1917 had not time to take great effect in 1918. No doubt several causes have combined to produce these lengthy average durations, but the main causes appear to be failure to insist on the observance of the provisions of section 170 (2) and (4), Criminal Procedure Code and lack of method. The Judicial Commissioner of Upper Burma quotes a remark of the District Magistrate of Sagaing that the average Magistrate does not feel the horror he should of keeping people hanging about his court, and that Magistrates sometimes leave headquarters suddenly when there is no immediate need at the cost of compelling a large number of witnesses to attend a second time. The Hon'ble Judges of the Chief Court remark that many Magistrates display entire lack of method in the disposal of cases and act with little consideration for the convenience of parties and witnesses. The Lieutenant-Governor trusts that the detailed instructions on the point recently issued by the Hon'ble Judges of the Chief Court will have the desired effect of substantially reducing the duration of cases in Lower Burma, and would suggest that the Judicial Commissioner of Upper Burma consider whether similar action might not suitably be taken in Upper Burma. The average duration of cases calculated over a number of Courts covers many extremes of promptness and dilatoriness and it is very important that the returns of offending Courts should be carefully scrutinised so that it may be ascertained whether the Courts are to blame, or are overworked, the necessary action following the results of the scrutiny.

There was a satisfactory decrease in the number of sentences of imprisonment of 15 days and under in Lower Burma from 3,322 to 1,938 and of these 1,477 were sentences of imprisonment till the rising of the Court. It would appear however that some Magistrates have misinterpreted the reiterated warnings against the imposition of short terms of imprisonment and that the fear expressed in the Resolution on Criminal Justice for 1915 that some Magistrates might be induced by these warnings to impose inappropriate long sentences has been realized. The Lieutenant Governor hopes that any such misreading of the instructions on the subject will be promptly corrected. In Upper Burma the number of sentences of imprisonment for 15 days and under increased by 45 to 603, of which 406 were sentences of imprisonment till the rising of the Court. As the report for 1917 does not show the number of these nominal sentences it is impossible to say to what extent the Magistrates in that part of the Province have realized the objections to short terms of imprisonment. The Judicial Commissioner considers the number of short sentences of imprisonment still too high. The Lieutenant Governor regrets that in spite of the remarks made in the Resolution for 1917 the number of illegal sentences of whipping in Lower Burma has not diminished. The Hon'ble Judges of the Chief Court are taking appropriate steps to remedy this scandal, for which there can be no possible excuse. No Magistrate should now trust to his memory alone before passing a sentence; he should always refer to the section of the law which prescribes the punishment permissible.

The percentage of unrealized fines to the total of fines imposed rose from 8 to 10 per cent. The Hon'ble Judges of the Chief Court remark that a tendency still exists to impose fines which are known to be beyond the means of the accused. It is evident that the hope expressed last year that the remarks concerning the imposition of fines made in the Resolution on Criminal Justice for 1916 would have their full effect in 1918, and that the evil of imprisonment in default of excessive or impossible fines would be stamped out, has not been realized.

The number of youthful offenders dealt with under Section 31 of Act VIII of 1897 was the same as in 1917. A Children's Act has been in force in Calcutta for the last six years and a similar Act is being introduced in Madras. The Lieutenant Governor has under examination the question of undertaking legislation on the same lines for the establishment of special juvenile Courts in the large towns in Burma, and the custody, trial and punishment of youthful offenders as well as for their protection after the expiry of their sentences.

MISCELLANEOUS.

Administration of Gwalior during 1917-18.

REVIEW BY HIS HIGHNESS THE MAHARAJA SCINDIA.

It is earnestly desired that officers who are entrusted with a certain task and given full powers will make use of them; otherwise the danger is that superior authorities at headquarters may come to feel that it is no good giving powers to the subordinates; because what is expected is not done and the powers remain a mere entry on paper.

For years I have been carefully watching the general tendency of the officers, and I am sorry to say my experience is that they are keen to get more powers and money but they are not equally keen to distinguish themselves by showing good work and their gratitude to the Durbar for placing more confidence in them and more money and more power at their disposal. In view of this, one may safely say that the modern tendency is towards eye-wash which aims at hood-winking and has at its basis the desire for self-advertisement. I have said before that I always go by result and not by mere outward show.

Disposal of cases.

I am sorry to note that the disposal of cases during the year under review has been very poor. The explanation shows that this was for want of a larger staff. I am afraid I am not prepared to accept this explanation. I know what the feeling of officers is in this respect. It is that more staff should be given for the sake of the dignity of the office and if possible the Heads of Departments should have 10 files per day to deal with. I have found out by indirect means that in some offices there is not more than three hours' work. Of course it must be remembered that increase or decrease of work entirely depends upon the way the work is done. If an officer likes he can write a note on a case which may consist of 40,000 pages or he may take 56 hours to study a file of an ordinary nature. If the same officer likes he can reduce the note to 2 pages. I will cite an instance which occurred recently. An officer sent me a file the note on which contained about two pages. I requested him to reduce it and it was promptly reduced to one page. Then I asked him, as a special favour, to reduce it further and to my great joy it was reduced to about four or six lines. This instance by itself will prove how stationery and time are wasted.

No head of a department can be an effective head, unless he makes the subordinates do what is justly required by the rules laid

down and what the Durbar's policy demands. Merely passing orders in files is no satisfaction to me. I have said the same thing before but it seems to have been lost sight of. I am afraid that I am here compelled to note that I consider such neglect by the departments to be very bad and I strongly hope that hereafter they will be so kind as not to overlook such matters. This is what I call sheer carelessness. It seems to me that every one has lost sight of this consideration. Officers must realise that they are responsible to set matters right if they are not going in the manner desired.

Legislative and Judicial Department.

In spite of my endeavours in various directions I find to my regret that civilization has not yet made so much progress in the country as I had anticipated. I say so for the reason that crime is not on the decline. Therefore, I must humbly draw the attention of the leaders of the various communities particularly of the districts to help me in this direction. I appeal to the public in this respect and hope that the appeal will be responded to with zeal and promptness. It must be remembered that one man cannot do everything unless helped by his *coadjutors*. A Ruler's colleagues are all his subjects, *i.e.*, agriculturists, employees, traders, officers, jaghirdars, Lawyers, etc. How I esteem them, it is not for me to describe. I ask them and expect them always to be so good as to help me without which I shall never be able to perform my task. I want all to help me in these various matters:—

1. To push education and sanitation.
2. To suppress crime and help the Police in performing their task.
3. To devise such means as will compel the Police to act as they are desired to do by the Durbar.
4. To introduce the Panchayet system and employ it so far as possible in order that all matters may be settled by compromise and heavy expenses of litigation avoided.
5. To expand cultivation, to develop trade and generally to meet the needs of the country thus and bring about wealth, happiness and prosperity of the people.

I also beg most respectfully to draw the attention of my courts to these points as without their help I shall not be successful in achieving my aims and objects. Suppression of crime, the stopping of illegal action on the part of subordinates, extension of cultivation and development of trade and commerce largely depend upon the courts. In fact I may safely say that to a very great extent the courts are responsible for these various things.

I now propose to elaborate some of my convictions and expectations. I am conscious that I am on very delicate ground but in the first place I hope that I shall not be misunderstood and secondly that my object which is merely the happiness of the body politic will not be lost sight of by a tendency to criticism from a purely technical platform or from a mere love of unanalysed formulæ.

I ask the question what is the relation between law and crime and therefore what is the duty of those who administer the law towards the society in which they exercise that function?

I take it that one object of law is to prevent crime. How does it do it? Law prevents crime in the first instance by holding the Sword of Damocles over the head of the would-be-criminal, that is by inspiring him with fear of punishment if he commits an offence. In the second place and in the case of the person who in spite of the threat of punishment has the audacity to break the law and commit an offence, it prevents the recurrence of the act by the offender and its imitation on the part of others by inflicting such punishment as is likely to have a deterrent effect and by making an example of the wanton law-breaker. I take it, therefore, that the law-givers of old accepted the principle that in order to ensure the physical well-being and the security of property of the many peaceful members of society the few who refuse to respect the rights of others shall suffer. In other words those sage men with delicate consciences who laid the foundations of society and secured its peaceful, contented and coherent existence reconciled themselves to the doctrine of punishment. They aimed at the greatest good of the greatest number and decided that the few with criminal propensities shall suffer in order that the many who abided by the restrictions of law shall live in peace and content.

My conclusion therefore, is that the Law should wear a "*Terrible mien*" and that therefore the Law Courts owe it as a duty to the society which entrusts them with the administration of punitive laws to so discharge their function that its peace shall be materially preserved and its rights in property substantially respected.

In order to enable the Judges and Magistracy to attain this object, the law prescribes the maximum punishment, which implies the minimum for specific offences. The discretion thus left to the Judge to determine the punishment he shall award is intended to be used subject of course to the principal object in view, which is the same thing as saying subject to the merits or circumstances of each case.

But let us see what happens? The complaint of the executive primarily responsible for the maintenance of peace and order against its adjunct the judiciary is an old, old story not confined to any local administration. Gwalior cannot hope to be an exception. And here also complaints are not wanting that usually the punishments awarded are mild, that is, that they fail to have the desired deterrent effect. This certainly speaks well of the independence as well as the honour of our Judiciary, but at the same time it should set them to think to what extent they are justifying law in the abstract the function of which, by accepted hypothesis is to prevent the occurrence of crime?

At this stage and after having made my position perfectly clear, I do not mind appealing to the Judicial Officers to bethink themselves of their responsibility and of the duty they owe to society. I want them to take broad views and to recognise that eventually the happiness and contentment of society depends upon them. Their duty is

not done with the day's work performed strictly according to convention, *i.e.*, following laid down procedure to the letter and in terms of set technical formulae. They are not merely the arbitrators of the fate of the offenders who stand charged before them, they are the people ultimately responsible for the preservation of an ordered society responsible for the law being respected. They can attain these ends and discharge these solemn responsibilities only when they refuse to let law become divested of its terrors and the Halls of justice deprived of the wholesome awe which they are designed to inspire. If the miscreants get off lightly or fail to realise that suffering by their misdeeds is real then good-bye to all suppression of crime. I doubt if any one could honestly disagree with me that no quarter should be allowed to the habitual offender, the notorious "Gaol-bird".

The common story of the convict who on discharge requests the Jail authorities to let his *Chula* (fire place) be there as he soon hopes to be back, may or may not be true. It should never have come to be told. Anyhow it is rather significant of the fact that the Courts and Jails are not the dread and fearful things they should be. My request to the superior Judicial authorities is not to overlook shortcomings on the part of subordinate officers in the name of discretion. Whenever they come across an instance, in which unnecessary delay has taken place or a decision has been wrong, or shows want of breadth of grasp they should thoroughly rub it in into the erring officer. Justice is *sacrosanct* and Judicial Courts and officers also, but the latter only so long as their work tends towards the best interests of society, otherwise they are just as deserving of censure as any thoughtless executive officer.

The second point which is most important and to which I beg to draw the special attention of the Magistrates has to do with cases in which there is no proof of the guilt of persons implicated and yet these men are notorious bad characters. They are known to be in the habit of committing crime and of inducing people to come in with them. I think such men should not be forgiven. If once the public come to know that the attitude of the courts and the bar is very severe as far as crime goes, I am sure the result will be a decline in crime.

About expansion of trade my view is that if the civil suits which concern lending and borrowing money, mortgages and deposits, etc., are decided promptly, trade will be helped. Similarly the execution of decrees should be very prompt. In spite of our having Panchayet Boards and in spite of the clauses in the law which allow deciding authorities to transfer cases for amicable settlement by Panchayets or Boards of Arbitration I find that judges make very little use of these provisions. Therefore I beg of them to be so good as to try, as far as possible, to have the cases decided by Panchayets and Boards of Arbitration. The advantages in adopting this course are two :—

- (1) It will relieve the pressure of work on the judges and
- (2) It will give them more time to devote themselves to complicated and important cases.

I cannot claim to be a lawyer, nor a man of any profession. I

may be absolutely wrong from the legal point of view, but the advice I am giving here is based on common sense.

I am more than grateful to the Law Member for finding places in his department for boys who have been educated in the State. I beg most sincerely all officers to follow the example set by the Law Member and the Customs Commissioner. It is highly desirable that such boys should be given appointments without delay for it is not right to keep them waiting for months. At least this should be our attitude. I suggest that the Inspector-General of Education should intimate all Heads of Departments six months before, that so many boys are expected to sit for such and such examinations. This will give ample time to the departments to reserve places for them and avoid delay in taking them in the service. But at the same time my young friends who are educated in the State must remember what I said in my speech years ago, *viz.*, that the State will provide them with jobs so far as it can but they are also expected to establish themselves in the State by undertaking other jobs such as Banking, Trade, Agriculture, etc., when we cannot find places for them. They must not entirely depend upon the State to find work for them. There is nothing new in this, for this is the universal practice, *i.e.*, some go into State service while others go into the business line. If they think that as they cannot find posts in the State and therefore they must go outside and enter service, etc., there; it will be a great disaster to the State. We educate people for our own benefit and requirements such as to find suitable men for the service of the State, to get good citizens, to expand trade, etc.

H. E. H. The Nizam's Dominions.

ADMINISTRATION REPORT FOR THE YEAR 1327 FASLI (1917-18).

Industries and Commerce.

A separate department was created to revive and assist old industries and encourage new ones. This being the first year, it was mostly spent in preliminary arrangements and investigations into industrial possibilities of the State. Mr. Palairat, the head of the department visited England and America to enquire into the practicability of manufacturing cotton seed oil and using alcohol as motor fuel. Investigations were made in manufacturing indigenous dyes and making starch from broken rice. Arrangements were completed to set up a soap factory.

Postal Department.

The gross postal income was Rs. 5,74,040 compared with Rs. 5,32,850 during the previous year. On the other hand, the expenditure rose from Rs. 5,68,632 to Rs. 5,79,677 thus exceeding the income by Rs. 5,637.

Mint.

During the year under review, 1,20,463·9 tolas of gold were purchased. In addition, 1,20,545·1 tolas of gold and 109 sovereigns were furnished by His Majesty's Mint at Bombay in exchange for 724 bars of silver. The total value of pure gold received in the Mint during the year amounted to 64,15,436 rupees. The total number of gold coins minted was 85,639, of which, 85,298 were Ashrafis, 111 half-ashrafis, 113 quarter-ashrafis and 117 one-eighth ashrafis. Altogether 88,929 gold coins were issued during the year out of those in hand at the commencement of the year and those coined during the year.

The number of silver coins minted during the year amounted to 1,10,19,694 while the number of copper and bronze coins minted amounted to 1,03,92,612. At the commencement of the year, the amount of silver bullion held by the Mint was 26,20,898·2 tolas. To this were added during the year 51,46,847·8 tolas of silver, bringing the total held by the Mint at the close of the year to 77,67,746 tolas of silver bullion. The loss incurred on coinage operations amounted to 34,167 tolas. The total cost of the Mint department was Rs. 2,05,547.

Education.

During the year, the Translation Bureau of the Osmania University created in 1326 F. translated or compiled 15 books on Mathematics, Science, History and other subjects. At the first Matriculation Examination of the University held on the 11th Mehir 1327 F. 523 candidates appeared, of whom 92 were successful. A scheme for the establishment of the University College was sanctioned on the 7th Mehir 1327 F.

The number of educational institutions of all kinds increased from 2,579 in 1326 F. to 3,224 in 1327 F. and the number of pupils reading therein from 1,40,673 to 1,82,987. In addition to these, there were 3,907 private un-recognized schools with 71,265 pupils on their rolls. The percentage of scholars in all schools to the total population of school-going age was 12·6 against 10·7 in the previous year. The total expenditure on education from public revenues rose from Rs. 17,69,552 in 1326 F. to Rs. 23,85,374 in 1327 F.

At the Nizam College, there were 190 students against 159 in the previous year. Out of eight candidates who appeared for the whole or a part of the B. A. examination, five succeeded in taking the degree. Sixteen out of 68 passed the Intermediate examination. The expenditure on the college decreased from Rs. 88,563 to Rs. 85,376 and the cost per pupil from Rs. 557 to Rs. 449.

The number of students in the college department of the Dar-ul-Ulum or Oriental College increased from 56 to 70, and 14 students out of 32 sent up passed the Oriental Titles Examination. Though the cost of the college department increased from Rs. 31,269 to Rs. 34,397, the average annual cost per pupil decreased from Rs. 558 to Rs. 491.

There were seven Government and seven Aided English High

Schools for boys in 1327 F. as in the previous year. But the number of boys under instruction fell from 4,770 to 4,644. Out of 167 boys who sat for the High School Leaving Certificate examination, 53 were successful in obtaining a "satisfactory" or "very satisfactory" certificate. There were four Oriental High Schools as before, while the number of boys reading in these increased from 1,677 to 1,794. Three hundred and twenty-two candidates appeared for the Oriental Titles examinations, of whom 126 were successful.

There were 44 Anglo-Vernacular and 34 Vernacular Middle schools in 1327 F. as against 46 Anglo-Vernacular and 30 Vernacular schools in 1326 F. The number of boys under instruction rose from 15,590 to 17,195. One thousand eight hundred and forty-four boys appeared for the Middle school examination, of whom 876 or 17·5 per cent were successful against 42·8 per cent in the previous year. Of the 162 candidates who appeared for the *Rushdia* examination, 63 or 38·8 per cent were successful against 32·8 in the previous year.

The number of Primary schools for boys increased from 2,158 to 2,596 and the number of pupils reading therein from 1,01,581 to 1,33,072. Four hundred and eighty-nine Primary schools were maintained by Government, 1,783 by Local Boards, 63 by the Sarf-i-Khas Department and the rest by aided and unaided agencies. Two thousand six hundred and fourteen boys appeared for the Upper Primary examination of whom, 1,165 were successful.

The number of girls' schools was 510 as against 304 in the previous year, and the number of pupils reading therein 23,579 against 14,597. Six of the girls' schools were High Schools, nine Middle Schools and 495 Primary Schools. Eight girls appeared for the High School Leaving Certificate Examination, of whom five obtained a "satisfactory" certificate. Thirty-two girls appeared for the Middle School examination, of whom eight were successful. Eighteen appeared for the Cambridge Local Examinations of whom 15 were successful.

There were 22 special schools (including six Industrial schools) with 2,043 pupils in 1327 F. as against 21 schools with 2,243 pupils in the preceding year.

Statement of receipts and expenditure of the Hyderabad Municipality for the years 1326 and 1327 F.

RECEIPTS		EXPENDITURE			
Heads	1326 F.	1327 F.	Heads	1326 F.	1327 F.
	O. S. Rs.	O. S. Rs.		O. S. Rs.	O. S. Rs.
Government Grant	5,00,000	5,00,000	Secretary's Office Establishment	72,366	81,794
House Tax	1,12,966	1,35,611	Taxation Department	44,953	6,606
Animal and Vehicle tax	13,312	16,821	Health, Conservancy and Night-soil de-	3,11,373	3,22,329
Scavenger tax	8,277	8,498	partments.		
Hackney Carriage fees	30,921	36,109	Engineering department	19,509	18,703
Slaughterhouse fees	258	336	Construction and Maintenance of drains,	1,21,823	1,63,702
Quit-rent of land and bazaars	28,637	24,454	road, buildings, etc.		
Water-tax collection fees	6,482	5,505	Road watering	12,845	13,257
Fees charged for repairs to contractors' casks.	5,895	6,150	Lighting	68,166	50,159
Municipal fines	3,995	6,942	Workshop and Stores	5,730	6,766
Miscellaneous receipts	37,824	85,904	Establishment in the Accountant-General Office.	4,686	3,524
			Miscellaneous	91,793	38,246
Total	7,48,567	8,26,240	Total	7,53,244	7,45,386

Administration of Cochin during 1918-19.

REVIEW BY THE DEWAN.

A time-honoured custom requires the Dewan to append his general reflections to the rather weary tale of administrative progress embodied in the chapters of the Report. The bewildering array of facts and figures scattered with fearless profusion through the departmental reports is sometimes apt to confuse rather than help the reader in grasping the main lines of advance. It is a case of not being able to see the wood for the trees.

2. The outstanding fact of the year that is past was the conclusion of the great Peace. The obvious question that the reader will put, as he rises from a perusal of the Administration Report, is "How far has all this progress helped the State to meet the problems of the era of peace? What part will Cochin play in the reconstruction of a new world?"

3. The dominant note of the new era is that life should be made worth living not only for the favoured few but for the mass of the people. The sacrifices that have been made by humanity in the war, and the liberties that have been won, will, it is felt, have been made and won to no real purpose if the world is still to continue as a place of enjoyment for privileged classes or communities and as a scene of indifferent existence for the rest. The demand is made that everybody, man or woman, should have the fullest opportunities of development. And it is by the answer to this demand, by the provision that the State makes for supplying these opportunities and not merely by the efficiency of its departmental machinery, that the State will be judged.

3. Reading between the lines of the Administration Report, from the mass of departmental facts and statistics, there will emerge things that will show that the State has not been unmindful of the new demand and that it is alive to its new responsibilities. In the latter half of the year when food became dear, the State took on itself the task of importing rice from Burma and distributing it to the poor in towns and villages at prices much below the market rate. Up to date over fifty lakhs of rupees have been spent in this way. Again when plague, cholera and influenza broke out, the Durbar quickly realised that it was not merely a case of medical relief and that success was to be looked for by keeping in good condition the patients and their families. Arrangements were made for feeding through the hospitals and itinerant officers the families of patients unable to find the means for their subsistence. The plan met with great success. But man liveth not by bread alone. Education is the great lever for all social improvement and during the year, strenuous measures were adopted to extend female education and the education of the depressed classes. Three new high schools were opened for girls and special steps were taken to push education amongst Izhuvas and the Pulayas. Schemes for improving housing conditions of the poor in Ernakulam and Cochin and for improving housing and water-supply conditions of the Pulayas have also been set on foot.

4. Something has been done. Much more will have to be done. More and more the administrative policy of the State will have to be moulded and fashioned in conformity with the ideas of the new world that has been born. The old ideal of efficiency will have to be transformed into the new ideal of social service. Administrative improvements are no longer to be viewed as ends in themselves but merely as providing efficient means of improving the social condition of the great mass of the people. We cannot rest in the complacent belief that Cochin is a sheltered backwater, safe from the novel ideas of a revolutionary age. The new spirit has permeated everywhere. It is only a few hours ago that a deputation of Moplahs waited on me with a request to introduce compulsory education for their children. They offered to pay an educational cess but made it distinctly conditional on the introduction of the element of compulsion.

5. It may be interesting to examine a few of our proposed lines of advance in the near future.

6. *Food Supply.*—The experiences of last year have brought this problem to the front. The State produces in a prosperous year $10\frac{1}{2}$ million paras of rice while the annual consumption is 16·8 million paras, which leaves a deficit of 6·3 millions. The deficit is usually made good by imports of rice by rail from other parts of India and by sea from Burma. The shipping difficulties of last year and the restriction of movements by rail brought the State on several occasions to the verge of starvation. The question has therefore been asked whether the State cannot be made self-contained in the matter of its food-supply. Suggested methods of increasing the supply are:—

- (1) bringing of waste land under cultivation, particularly by disafforestation of reserves not required for forest purposes ;
- (2) better methods of cultivation, increasing the yield from rice lands ;
- (3) improvements or construction of existing or new sources of irrigation.

The first suggestion requires investigation. The second is receiving attention at the hands of the State Agricultural department. The third was enthusiastically taken up by Mr. Bhore and valuable work has been done by a special engineer who completed his investigations in the year under review. His report is awaited with keen interest.

7. The problem is, however, complicated by the circumstance that a large portion of the land adjoining the backwater is more fit for the cocoanut than for rice, that the former is more easy to cultivate and brings in much handsomer returns, and that year after year land under rice is being converted into cocoanut plantations. There are people who hold that Cochin must always be dependent on outside sources for a portion of its food supply, and that in normal years this does not matter, as the copra and the coir put into the pockets of the Cochin landowner and the Cochin labourer a great

deal of money with which he can easily purchase the rice he needs. Obviously, however, this leaves the State exposed to a serious risk of starvation when shipping or railway facilities become unavailable. There is no denying at the same time that economically the coconut is a much more valuable crop and that it supports a much larger population to the square mile than rice. The coconut country in Cochin is one of the densest peopled areas in the world.

8. *Freedom from epidemic disease.*—The very density of the population exposes the State to severe epidemics which recur with regrettable regularity. Small-pox inspires a terror unknown outside the Malayalam-speaking country. Cholera rages with an intensity only less than that in Tanjore. Happily plague does not seem to take root in the State. Till last year we were quite free from it and though it broke out last year in Cochin and Ernakulum, and sanitary conditions of Cochin seem marvellously well adapted for its spread, the epidemic was exceptionally mild in character, and died apparently for want of suitable material.

9. Vaccination has made very little head-way outside the Municipal towns. It is proposed to organize a big campaign in favour of vaccination, to entertain a large staff of vaccinators and medical supervisors and to protect a large portion of the population as possible in a short space of time.

10. Cholera prevention presents great difficulties in a country where every house has its own tank, and protected water-supplies are unknown in the capital. But it should be possible to devise a more efficient system of medical relief than the present one of sending any Sub-Assistant Surgeon, the Chief Medical and Sanitary Officer can lay his hands upon, to make a flying visit to a village which reports an outbreak. The plan, though followed all over the country is of little practical good anywhere and is singularly ineffective on the West Coast where people do not live in streets or in houses built together and a village means a number of garden-houses scattered two or three miles over the country-side.

11. *Improvement of housing conditions.*—Cochin is perhaps the only town in Southern India where the Bombay type of house building has been copied and thirty to forty families consisting of three to four hundred people are huddled together in chawls, miserable buildings which offend against the most elementary sanitary principles. Land is scarce in Cochin and extremely valuable, the prices rivalling those paid for sites on Mount Road, Madras and the only way of improving the town is by acquiring land in the adjoining village of Palluruthi and forming building sites, and providing cheap and quick means of communication to enable the labourer and the clerk to reach his factory or office. A committee has been sitting for some time now planning the new town. It will be necessary to take legal powers by means of a Town Improvement Act. Similar measures are also proposed for Ernakulam where an extensive development of the town is to be anticipated in view of the coming harbour.

12. *Education.*—For many years a vigorous and liberal policy

has been followed in Cochin with the result that educationally, Cochin is one of the most advanced areas in Southern India, whether for male or for female education, 77 per cent of boys and 36 per cent of girls of school-going age being in school. In the small area of the State there are 25 High Schools and 53 Lower Secondary Schools. Education is, however, still backward among Mahomedans, Izhuzas and Pulayas and comparatively speaking even among Catholic Christians. In the new era, no class may be allowed to lag behind and it will be the duty of the State to provide a system of free and compulsory education which is the only guarantee for an ordered advance all along the line. Better education means better trained and better paid teachers. Unless we make up our minds to pay the teacher well and to make his social status not inferior to that of a Magistrate or a Munsiff, we cannot hope to get the best results. Something has been done in this direction already. The minimum pay of the primary teachers in Cochin is now Rs. 15, the superior grades of the educational service have been re-organized and the improvement of the pay of the Secondary teachers is under consideration. All this means money and it is time to devise means to meet the rapidly increasing cost of education. Look at the following figures showing the expenditure on education in the last ten years :—

Year.	Amount in Rupees.	Year.	Amount in Rupees.
1084	1,78,213	1090	4,93,486
1085	2,29,506	1091	5,26,094
1086	2,78,827	1092	5,50,428
1087	3,37,383	1093	5,88,736
1088	3,75,520	1094	6,59,646
1089	4,30,689		

And the sum provided in the Budget for the current year 1095 is 7,65,200. It is obvious that in the next five years the burden will become impossible to bear and means must be thought about now of how to meet the growing expenditure. I am afraid the evil day of an educational cess cannot be staved off.

13. *The depressed classes.*—One of the most promising features of the new era is the awakening of the depressed classes. They are realising that in compulsory education lies their salvation, as a system of voluntary education will mean the indefinite postponement of the day on which they can hope to come into line with the classes that have had a long start of them. Meanwhile it is wonderful what a response they are making to the steps that the Durbar have been taking on their behalf.

14. *Social legislation.*—The Nair Regulation which has long been on the legislative anvil is now in a finished state before the public and the Durbar trust that it will soon be passed into law and help the progress of the community which has been feeling for many years that its social rules have outlived their usefulness and are a clog on social progress. The Numbudiris content for many a long day to pursue the even tenor of their lives unaffected by the rush of modern ideas, are now waking up to the advantages of modern education and

a Bill has been drafted to enable them to spend their communal endowment funds on education. A committee is sitting to ascertain and draft a law of inheritance and succession for the Christians of the State.

15. *Industrial development.*—Large schemes of industrial development, due to the initiative of Mr. Bhore, are now before the Durbar. The making of a harbour in Cochin is sure to accelerate the execution of these and many similar schemes. The smaller industries are being investigated by the new department of Industries which has been hampered by the want of a full-time Superintendent, a defect which will soon be remedied. Land is being acquired for starting a porcelain and pottery factory. The cocoanut fibre industry has not yet been scientifically studied. Improvements in the production of the yarn and the weaving of it are quite possible. The new industrial life, pregnant with great possibilities, is another argument for the early introduction of compulsory education. Without a preliminary general education, it is impossible to give the requisite technical training that is necessary for the skilled worker.

16. *Constitutional reform.*—The Durbar propose to introduce in the near future a municipal law which, while giving Town Councils a much larger measure of financial and administrative independence, will also give them a much-needed accession of power to enforce sanitary measures, especially in the matter of control over buildings. And in a larger sphere, His Highness' Government hope before long to take steps effectively to associate the people constitutionally with the Durbar in the task of working for the common good.

17. The programme of work here set out is a long one, but the times call for a strenuous and purposeful endeavour and active co-operation between the Government and the people. I am confident I can rely on the patriotism and public spirit of the citizens of the State. And in the wise judgment and the enlightened progressive mind of His Highness the Raja, we have, as I have learnt in the ten months that I have been in Cochin, the surest guarantee of a substantial and well-ordered advance.

Administration of the Madras Presidency.

GENERAL SUMMARY OF THE REPORT FOR 1918-19.

Finance.—The finances of the Presidency during the year 1919 were naturally conditioned by two main factors, the cessation of hostilities on the one hand and on the other the unfavourable season everywhere experienced. Thus the revival of trade and litigation led to an increase of the revenue from stamps, the restitution of more stable conditions to a similar rise in excise receipts, while the removal of the control over tanning materials enhanced the takings of the Forest Department. Land Revenue naturally fell with the bad season and the expenses debitable to this head were swelled in turn

by the grant of high price allowances and by the famine operations undertaken in Ganjam. Income tax receipts showed a very large advance indeed, but this was due almost entirely to arrear collections; it is as yet too early to estimate either the loss consequent on the raising of the taxable limit to Rs. 2,000 or the gain to be anticipated from the Excess Profits Duty.

Forests.—The policy of abandoning isolated and valueless reserves and their distribution in the form of land grants to ex-sepoys and members of the depressed communities was continued, and efforts were made to perfect the communal system of management of grazing areas, many new panchayats being formed during the year. The lesson of the war for this department was the extremely undeveloped and inaccessible condition of its valuable resources and this year the appointment has been made of a Forest Utilization Officer who will advise in such matters.

Industries.—The rise in the price of machinery and the restriction on imports combined with the scarcity of liquid fuel to retard any advance in the mechanical engineering branch. A tendency has been observed, however, to multiply the installation of small rice-milling and other plants beyond the limits of economic conditions, and the energies of the department may be devoted to the centralization or combination of such plants rather than to further installations. So far as the unsatisfactory nature of the prevailing conditions have permitted, the activities of the department have been vigorous and comprehensive, and the financial results have been everywhere favourable, the soapworks presenting a specially promising record.

Co-operation.—There was a large expansion of non-credit societies and a steady development of non-credit work, while a note worthy feature was the invasion of the Agency tracts by co-operative methods, three societies being registered. There was a very marked rise in the number of Panchamas admitted to agricultural societies. An interesting experiment was made by two newly formed societies on the lines of trading unions. These will combine both credit societies and individuals in their membership, and in addition to joint purchase and sale propose to undertake the co-operative preparation of their members' produce for market. The progress made in the conversion of the Provincial Bank into a genuine federation was not very rapid, and there is undoubtedly still a very wide field for general expansion, in the department.

Jails.—The large increase in Jail population coupled with the withdrawal from the market of the Military department as a buyer of jail products brought into prominence the question of jail labour, and the local Government have impressed on all consuming departments the necessity of indenting on this source of supply of goods. Vital statistics were disquieting, but much of their effect is attributable to the ravages of the influenza pandemic and generally reduced physical condition of admissions which was due to the prevailing high prices. The concentration of tuberculous prisoners at a centre is under contemplation. The Tanjore Jail for Adolescents has now been openly styled the Tanjore Borstal Institution; but as long as the present

lack of organizations for after-care continues, the Borstal treatment attempted or given can only be half complete. The prospects of the establishment of such organizations, which must clearly depend on non-official energy, are not very encouraging.

Education.—A very distinct forward step in the interests of Panchama education was made by the issue of an order requiring schools under public management to be situated in localities accessible to all communities and directing removal of such schools from rented buildings whose owners object to the admission of Panchama children.

General condition.—The closing weeks of the year were marked by the initiation by the local Government of a vigorous forward policy, embracing the amelioration of the depressed classes in all their branches with the co-ordination of labour and its release from the bonds which tradition has imposed upon its progress. The problem of intemperance again received the attention of Government and the policy of closing liquor shops, wherever possible, was continued. The progress of non-official activities in the fields of reform whether in the spheres of temperance, education, or prisoners' aid cannot be described as very rapid; but such manifestations as have come to notice have received every encouragement, and a machinery is being established by which it is hoped to hasten and secure the co-ordination of non-official and official effort.

Development of Labour in Madras.

APPOINTMENT OF A COMMISSIONER.

In consequence of a resolution moved by the Hon'ble Mr. Dadabhoi in the Imperial Legislative Council on 16th March 1916, the Government undertook an exhaustive enquiry into the work that had already been done for the improvement of the depressed and backward classes, including aborigines, and the scope of the work that still has to be undertaken. Before the completion of this enquiry the Government, acting on the advice of the Board of Revenue, decided to place Mr. G. F. Paddison, I. C. S., on special duty for a term of two years to deal with the measures necessary for improving the condition of the depressed classes; and orders sanctioning the appointment were issued in G. O. No. 748, dated 29th March 1919.

2. Owing to the shortage of officers Mr. Paddison's services were required in the Board of Revenue. He was for this reason unable to devote his whole time to his special work until November 1919, though a certain amount of progress was made.

3. In the meantime, the enquiry which was commenced in 1916 has been completed and a large volume of useful information has been collected.

The general effect of it is clear, namely, that it is not sufficient to confine the duties of the Special Officer to what are commonly known as the depressed classes, but that it is necessary to include within

the scope of his duties all the depressed and backward classes, in other words labour in general. This is a view that has been expressed in another connexion by the Right Hon'ble the Secretary of State for India who wrote in his despatch on the report of the Industrial Commission: "In India, where the workers are unorganized, a special obligation lies upon Government to study their welfare and to secure for them better education, better housing, and a higher standard of living. By her adherence to the International Labour Convention India will now become subject in respect of labour conditions to international criticism. This need not be resented as it is in the best interests of the country that present conditions should be improved." In pursuance of this declaration, the Government propose to develop the duties of the Special Officer for the depressed classes into those of a Commissioner of Labour.

4. Before considering the work which it is now possible to transfer to such an officer, it may be well to state what has so far been taken in hand. The duties assigned to Mr. Paddison in G. O. No. 748, Revenue, dated 29th March 1919, are as follows:—

To study the economic condition of the depressed classes, to submit to Government proposals for improving it, to see that philanthropic bodies working with the same object receive from the Government such help as they may require, and to deal with the problem connected with the education of the depressed classes and with the best means of raising their standard of living by providing them with house-sites and wells, by encouraging co-operation amongst them and by improving their labour conditions.

In pursuance of these ends two deputy collectors have been employed in the districts of Tanjore and Gōdāvari. Arrangements have been made for the acquisition of house-sites in a number of villages and 48 co-operative societies have been established chiefly for the purpose of financing the acquisition proceedings. The work done in the direction of the promotion of education and sanitation has been less obvious, largely for want of funds, but it is hoped that a considerable advance will be made in these directions in the course of the ensuing year.

5. In examining the extension of the Special Officer's duties the first question that arises is whether there should be handed over to him the very large question of the care of the aborigines in the agency tracts whose contact with civilization must increase and who are likely to suffer in the contact unless action is taken to prepare them for it. The Government have anxiously considered this question, but have come to the conclusion that it involves far too large a duty to be added to the others which they find it necessary to impose upon the Special Officer. Moreover, the question of the agency tracts is still largely an administrative question. The Government are therefore examining this question separately from the administrative point of view, and for the present do not propose to transfer to the Special Officer the conduct of measures for the improvement of the condition of the aboriginal tribes in those areas. In other portions of the Presidency, however, the Government consider that the Special Officer should be

entrusted with the conduct of such measures. One special piece of work of this nature is that which is now being conducted amongst the Chenchus in the Nallamalai hills in the Kurnool district where an officer is engaged on measures of education and temperance, and other measures calculated to turn this tribe into regular wage-earners. The conduct of these measures will hereafter be placed under Mr. Paddison's control.

6. Another class that belongs more appropriately to the depressed classes consists of what is commonly known as the criminal tribes. In connexion with these tribes special legislation has been put into force and eleven settlements have been formed at which endeavours are made to wean the inmates from their criminal ways and bring them up as self-respecting citizens. The conduct of these measures alone has been considered sufficiently important in some other provinces to justify the appointment of special officers. In Madras they have been conducted hitherto by District Magistrates who have been assisted during the last three or four years by the Deputy Inspector-General of Police, Railways, and Criminal Investigation Department. The general result of the work cannot, however, be considered to be altogether successful. Some settlements have had to be closed. Others have been the subject of considerable comment. In particular, the policy in respect of allotment and disbursement of funds has been somewhat ill-defined and the necessity for a more regular system of accounting and auditing has been very marked. Above all, the Government are impressed with the necessity for encouraging in every possible way private effort in connexion with the education of these tribes and the removal of them so far as possible from all contact with the Police. On behalf of the Government Mr. Paddison has recently attended a conference of officers interested in similar settlements, which was held at Delhi, and the Government have now decided to transfer to him the general control and management of the criminal settlements. The conduct of other operations under the Criminal Tribes Act, 1911, will remain as heretofore with the Magistracy and Police.

7. Another department which has suffered from lack of proper control is that which is concerned with factory labour. The administration of the Factories Act in this province has hitherto been entrusted to the Board of Revenue, Separate Revenue, the Member in charge of which has had little time to attend to this special work. In the report of the Industrial Commission, it is suggested that the control of this work should be transferred to the Director of Industries. That recommendation was doubtless made in the absence of any officer more directly concerned with labour questions. Where there is such an officer, it seems to this Government unquestionable that it is preferable that he should undertake it. The Director of Industries is concerned with the development of the industries themselves rather than with the care of the labour which deals with them. On the other hand the Factory Inspectors deal largely with questions of the hours of labour, overcrowding, sanitation, and other matters affecting the welfare of the labourers. These are matters which in the opinion of the

Government should properly be undertaken by the Commissioner of Labour and the Government therefore resolve to place the Factory Inspectors under his control.

8. Following on these proposals comes the proposal to transfer to the Commissioner's control the question of the taking of the wage census. The Government have found that this work has been unsatisfactorily performed and recently placed Mr. Gray on special duty to enquire into particular questions connected with it. Mr. Gray has submitted his report and the orders of the Government of India for the general improvement of the census have meanwhile been received. The Government resolve to entrust the general conduct of the census, which will be made under the immediate control of District Collectors, to the Commissioner of Labour whose duty it will be to keep himself in touch with wages questions throughout the year.

9. Another question in connexion with which the need for a touring officer has been felt is that of the emigration of labour both within and outside the Presidency. This is a point which has been specially pressed by the Board of Revenue, Separate Revenue, in its Proceedings R. Mis. No. 125, dated 20th January 1917, and R. Mis. No. 1960, dated 18th December 1917, in dealing with the general question of the control of emigration. It is desirable that an officer of the Local Government should be fully in touch with all that takes place in connexion with the recruitment of labour for emigration whether to places within the Presidency or to places outside and should be aware of the arrangements made in respect of depots, sub-depots and the like through which labour passes. Mr. Paddison will therefore be now directed to concern himself with all matters affecting emigration of labour except in so far as the Port of Madras is concerned. The Collector of Madras will continue until further orders to be the Protector of Emigrants under the Indian Emigration Act, 1908.

10. Emigrant labour which goes out of the province becomes subject generally to special local legislation and there is a counterpart to this in one area within the province, namely, the Planters Labour Act which is in force in the Nilgiris and the Wynaad. Another enactment which sometimes affects labour is the Workman's Breach of Contract Act. It will be one of the special functions of the Commissioner of Labour to enquire into the working of these enactments.

11. It will be obvious that an officer controlling various labour interests will be in a better position than any other officer of Government to deal with the general economic aspects of the labour questions which are daily becoming more and more important, including the organization of labour, to advise with regard to the recognition or registration of labour unions, co-operative housing and the co-ordination of unofficial assistance for the health and welfare of labour in general. With the chief of the societies working in this last direction, Mr. Paddison is already unofficially connected.

12. The multifarious nature of the duties devolving on the Commissioner of Labour will demand a comparatively strong staff and a Deputy Commissioner of Labour will be required. This office

will be held by Mr. Gray who is already on special duty in this connexion. The Commissioner will also take over the staff which deals with the administration of the Factories Act, 1911, and Criminal Settlements. He will also have a staff consisting of several Deputy Collectors with their assistants for the purpose of developing co-operation, housing schemes, and schemes for the education of labourers in various districts of this Presidency. These officers will be called Assistant Commissioners of Labour. In view of the responsible nature of their duties, the Deputy Commissioner and the Assistant Commissioners will each receive a deputation allowance of one-fifth of their salary. The Government of India will be moved to sanction the grant of a similar allowance to the Commissioner.

13. Finally the Government propose to associate with the Commissioner an Advisory Board of persons informed on and interested in labour questions. Mr. Paddison will be requested to nominate immediately suitable persons for appointment to the Board.

Professional Beggary in Bengal.

MEASURES FOR DISCOURAGING IT.

On the 3rd July 1918, a resolution was moved in the Bengal Legislative Council by the Hon'ble Babu Kishori Mohan Chaudhuri, recommending that a committee should be appointed to consider the desirability of legislative action to discourage professional beggary in the different provincial municipalities. The resolution was withdrawn on the assurance that a preliminary enquiry would be made from those interested in the subject with a view to ascertaining some more definite data as to whether professional beggary was assuming serious proportions, and as to the best lines of grappling with it. It was added that, if the results showed that there was room for further enquiry, it would be undertaken.

A general reference was accordingly made to those most likely to have knowledge of the question, and replies have now been received. Since their receipt some time has been lost in ascertaining whether it would be practicable to take a census, through the police, of the mendicant population of Calcutta, but it appears unlikely that, without an elaborate organisation, any sufficiently accurate results would be forthcoming, and with the regular census of 1921 impending it would seem sufficient to await the enumeration which will then be effected.

The general trend of opinion in the *mofussal* municipalities is to the effect that professional mendicancy has not increased in recent years, or as yet attained such dimensions as to justify any special remedial measures and that view the local Government would be prepared to accept. The whole problem of effective organised effort to cope with the prevalence of begging is still novel in this country, as there is common agreement that the enforcement of such legal penal

provisions as obtain has achieved but little. There is also general recognition of the difficulties which surround the question. Hence it will facilitate a solution to concentrate attention upon that area in which the matter has assumed most prominence and in which there are the greatest facilities for dealing with it. That area is, of course, Calcutta.

With few exceptions (though noticeably among them are the British Indian Association and the Commissioner of the Presidency Division), the weight of opinion is clearly to the effect that professional begging in Calcutta is on the increase, though a wish for more exact figures is expressed in more than one quarter. The difficulty of obtaining these at the moment has been already mentioned, but whatever the precise numerical total, the majority are agreed that it is sufficiently large to justify the taking of special action. Among the majority are to be found the Calcutta Corporation (which, in its turn, made a fairly extended enquiry), the District Charitable Society, the Bengal Chamber of Commerce, the Trades Association, the Social Study Society, the Chief Presidency Magistrate and Commissioner Booth Tucker.

In the suggestion of remedies, opinion has apparently been largely influenced by action taken recently in Bombay and Ceylon. A succinct account of this is given in a report of a special committee of the Corporation, from which the following quotation is made.

“The proposals which have been adopted by the Corporation of Bombay and have been submitted to Government are—

- (i) To establish a refuge, an infirmary and a work-house.
- (ii) To pass a Vagrancy Act applicable to particular areas in the first instance, but liable to extension to any area in the Presidency at the discretion of Government, and containing provisions—
 - (a) enabling the Magistrate to send a vagrant on second conviction to a workhouse if he is able-bodied, or to an alms-house or an infirmary, if he is disabled;
 - (b) exempting religious mendicants;
 - (c) allotting a portion of the expenses of working the Act to the Bombay Corporation and other municipalities, the contribution of the former being determined on the same principles, on which other municipalities are called upon to contribute towards poor relief from local rates. It is proposed that the cost of maintenance of foreign beggars should be borne by the district from which they hail.

“Under the Ceylon Vagrancy Ordinance, beggars are arrested by the police by whom they are brought before a Magistrate. If the Magistrate declares them to be vagrants, they are taken by the police to the house of detention which is under police control. The vagrants are here sorted and medically examined. Those who are feeble, sick and aged are passed on to the home for vagrants which is in charge of the Salvation Army. Those who are able-bodied are either sent to the tea estates and other places of employment (persons refusing to work being liable to imprisonment), or are made to sign an agreement

to leave Ceylon and not to return for five years, and are removed from the island, if they fail to do so. The cost of the upkeep of the home for vagrants is divided equally between the Colombo Municipal Council and the Ceylon Government. Other towns which send vagrants to the home pay the cost of their vagrants. Priests and pilgrims who are required to gather alms, or who are prohibited from working for their livelihood, by their religion or order or in the performance of any religious vow or obligation, are exempted from the operation of the Ordinance."

Following these lines there is practical unanimity (and to this extent only the British Indian Association also concurs) that an infirmary, home or refuge should be established for the disabled poor—the halt, the maimed and the blind, who are prevented by physical disability from earning a living and who are without friends or relatives to support them. Lepers would come within this category (though in their case there are additional reasons for preventing their association with the general community), but their treatment is under separate consideration and is best regarded as a special case.

There is also, seemingly, a general consensus of opinion (though some have dealt with the point in greater detail than others) that arrangements on the lines of industrial schools (either combined with or separate from the infirmary) are required for the reclaiming of beggar children, so that they can be taught some form of labour likely to enable them hereafter to maintain themselves.

As regards the able-bodied loafer who can work but will not work, there is agreement that he deserves more drastic treatment than he now gets, and the majority would give this in a house of detention or workhouse. The Corporation, looking to the many demands for labour that are available, thinks that (at any rate at first) it would suffice to penalise such men by enhancing the maximum term of imprisonment which may be awarded to them to six months, the theory being, presumably, that in the face of a deterrent punishment they would seek work of their own accord (with such assistance as the prison authorities may be able to give them).

For the aged, respectable poor, the Trades Association would favour an alms-house, but others, though referring, in some instances, to the case of bhadrak poverty, have not suggested any specific provision therefor.

To meet the cost of any such institution, three sources of revenue are mentioned, namely, grants from the State, contributions from the Corporation and private generosity, and to these recourse is suggested in varying degrees. Thus the British Indian Association would build a refuge by private effort, supplemented by Government, and have it maintained by the Government and the Corporation in equal proportions: the Trades Association regards the construction and up-keep of a refuge and workhouse as an obligation of the State, the Corporation maintaining an alms-house out of the proceeds of a poor rate. The Chamber of Commerce, though not finally committing themselves, seems to favour the Bombay scheme of dividing the cost between Government and the different municipalities concerned; the District

Charitable Society advocates the division of the cost between Government and the Corporation, and the latter body, while accepting one-third of the expenditure, would leave the balance to the State, basing their recommendation on the relative proportion of strictly Calcutta poor and those who drift into the city from outside.

Such, in brief, is the upshot of the definite proposals which have reached the local Government, and in the opinion of the Governor in Council they point to the conclusion that some action in Calcutta is required; that developments should be effected gradually, making a beginning with the institutions most urgently required and being guided by the experience gained; and that, preferably, whatever the incidence of cost, the agency of management (other than of a work-house, which seems to be primarily the affair of the police) should not be Governmental. (The Chamber of Commerce would entrust control to the Salvation Army.)

In this view, the Governor in Council would like to see a beginning made with a scheme for (1) an infirmary, and (2) an industrial school (either separately or in conjunction) leaving the rest to wait, and he proposes to appoint a committee to work out practical details on these lines. An appropriate constitution of such a committee would be three members nominated by the Corporation, one member (three in all) nominated each by the Chamber of Commerce, the Trades Association and the British Indian Association, and three members selected by Government from those interested in philanthropic work. Government might also conveniently nominate a chairman, and the public bodies concerned will now be addressed on these lines.

The recent correspondence will afford a nucleus for the committee's deliberations, although in their further procedure they will be left a free hand.

The terms of reference to them would embrace the elaboration of practical proposals for dealing with the problem of professional mendicancy in Calcutta. While the present resolution may afford them some assistance in their proceedings, they need not consider themselves bound by it or confined within its *prima facie* conclusions. But in any report submitted the Governor in Council would like to find specific recommendations formulating—

- (a) the nature of any institutions to be started;
- (b) their location, size and probable cost (capital and recurring);
- (c) the incidence of the expenditure involved (including in particular the question of contributions by outside local bodies);
- (d) the agency of control;
- (e) the lines of legislation which may be required (if any).
(A useful suggestion of the Calcutta Corporation contemplates the punishment of those who employ children to beg and live upon their earnings);
- (f) the treatment of religious mendicants (though there seems to be general agreement that these should be exempted,

notwithstanding the risk of the unscrupulous falsely assuming this garb. The Corporation, on the other hand, think that as the religious mendicant ordinarily begs from house to house, he need not be exempted from any measures aimed at the suppression of street begging.)

LOCAL SELF-GOVERNMENT.

Municipal Administration in Bengal.

GOVERNMENT REVIEW ON THE REPORTS FOR 1918-19.

Number of municipalities.—The number of municipalities remained unchanged, *viz.*, 115.

Elections.—The elective system was introduced in Budge Budge and general elections were held in 68 municipalities. They were, as a rule, keenly contested, but there was no poll in 9 towns, and in three others the ratepayers having failed to elect some of the Commissioners, Government had to appoint them under Section 16 of the Bengal Municipal Act. Eight elections were followed by litigation in the civil courts or objections before the District Magistrate. Pending the decision of the civil suits, new municipal boards could not be formed at Rishra-Konnagar and Sirajganj. In the former town an *ex-parte* injunction issued by a Munsiff restraining the Chairman from forming a new Board had unfortunate results, as it tied the hands of the municipal authorities in dealing with an outbreak of cholera. Fortunately the officers of an adjoining mill gave prompt and valuable assistance, but there was a regrettable loss of life. The case, as the District Magistrate remarks, illustrates the pressing need for the establishment of special tribunals to deal promptly and effectively with election disputes. Government are contemplating legislation to remedy the present state of affairs.

Meetings.—Altogether 150 meetings, or one in every 15 failed for want of a quorum. At Murshidabad 7 out of 19 meetings proved abortive. The Commissioners of seven municipalities failed to hold one meeting a month.

Ratepayers and voters.—The total number of ratepayers rose from 316,563 to 317,117, or little over 16 per cent of the population residing within municipal limits. The ratio varied from 38·7 per cent in Bogra to 3·6 per cent in Titagarh, a mill town with a large cooly population. The average number of voters per elected Commissioner is 159. It falls below 100 in 37 municipalities, the minimum being 31, and it is over 300 in only 13 towns; the maximum (892) is reached in Howrah.

Assessment and taxation.—The average incidence of taxation per head of the population rose from Rs. 2-4-11 to Rs. 2-9-1. Latrine rates were levied in 99 municipalities, water rates in 23 and a lighting rate in 4 municipalities. The threats of the Calcutta Corporation to cut off the water-supply in consequence of non-payment of its dues compelled the Commissioners of Tollygunge to raise the water rate to the maximum permissible under the law.

Collections.—There was a satisfactory increase of 5 lakhs in collections, the average percentage on the current demand rising from 92·3 to 97·7. Remissions represented 3·6 per cent on the current demand. In Bansberia, Burdwan, Taki and Serampore the ratio varied from 10 to 16 per cent. In the Presidency, as a whole, the outstanding balances fell from Rs. 6,12,128 to Rs. 5,40,076. Eight municipalities had no outstanding balances and in 16 other cases they were less than Rs. 100, but they were heavy in 12 towns.

Income and Expenditure.—The aggregate receipts including opening balances rose from Rs. 83,58,974 to Rs. 89,06,396, the income from rates and taxes rising by nearly 5 $\frac{3}{4}$ lakhs. The aggregate expenditure rose from Rs. 66,74,302 to Rs. 69,67,662, the largest increase, *viz.*, Rs. 1,61,922, being under the head of “Public Health and Convenience.”

Public Instruction.—The amount spent on education was Rs. 2,94,718 or 4 $\frac{1}{2}$ per cent of the municipal income. The actual increase was Rs. 33,204, and as Government grants exceeded those for the previous year by only Rs. 9,143, it may be inferred that the municipalities are showing greater readiness to discharge their obligations towards primary education. Twenty-four municipalities, however, or one in every five (as against 17 in the previous year) failed to spend even 3·2 per cent of their ordinary income—this percentage is taken to represent the amount required for the education of half the boys of primary school-going age. On the other hand 44 municipalities spent more than 5 per cent of their income, and nine over 10 per cent on primary education. The largest proportion of municipal income devoted to this object was 18 per cent in Muktagacha.

Conservancy.—There was an increase of Rs. 89,268 under this head, the Howrah Municipality being responsible for Rs. 58,448. A sewerage scheme, for which Government are making a grant of Rs. 50,000 and a loan of Rs. 30,000, is being carried out at Kerseong by the Sanitary Engineer. A beginning was made with the Dacca sewerage scheme, the total cost of which will aggregate Rs. 30 lakhs, of which Rs. 25 lakhs will be met by Government grants and the balance by a loan.

Public Health.—A gratifying feature of the year under review is the increasing interest displayed by most municipalities in public health. Measures were taken in many municipalities for the improvement of sanitation by filling up or clearing insanitary tanks, ditches and *dobas* and by removing jungle and noxious vegetation. Nawabganj is contemplating the adoption of a flood-flush scheme, for which a detailed survey has been begun. A detailed project has been prepared for a similar scheme at Budge-Budge. In Panihati three anti-malarial co-operative societies were formed, which did useful work in filling up insanitary tanks and clearing away jungle and undergrowth on the holdings of their members.

Loans.—Altogether 39 municipalities were in debt to Government at the end of the year, the total amount of their outstanding liabilities on the 31st March 1919 being Rs. 41,48,994 in addition to Rs. 7,361 due for loans taken from private sources. The largest

outstanding liabilities were those of Howrah (Rs. 20,57,351), Darjeeling (Rs. 6,18,145), and Dacca (Rs. 4,23,557). Meherpur and English Bazar liquidated their loans during the year.

General remarks.—One of the most noticeable features of the reports for the year is the reiterated and general complaint of the inadequacy of municipal funds to maintain any high standard of administration combined with a general disinclination on the part of Municipal Boards to raise funds for the purpose. As shown however in this resolution, the rates have been enhanced in some cases, and allowance must also be made for the economic stress of the year, in consequence of which Municipal Commissioners were naturally averse to impose extra taxation. This aversion, however, persists during times of prosperity as well as in lean years; and the fact remains that many Boards have only elementary ideas of the duties and responsibilities of municipal administration. The incidence of taxation is below Re. 1 per head in more than one-fourth of the municipalities, and at this figure it is impossible to expect much in the way of civic amenities. In this connection it is of interest to observe the difference between the systems of rating followed in England and Bengal. In England local bodies have a keen idea of their requirements, prepare their budgets accordingly and proceed to impose rates sufficient to meet their needs. In Bengal the rates rarely vary, and estimates of work to be done each year are framed in accordance with the known income and not in accordance with the needs of the town. To borrow a colloquialism, the municipalities in Bengal cut their coat according to a limited amount of cloth; in England, they decide on the coat required and devise means for getting the cloth.

Frequent reference is made in the reports to the presence or absence of party spirit and faction. In some towns party spirit is carried to extreme lengths and has deplorable results. Too often there is opposition to the executive simply for the sake of obstructiveness with the result that the administration is paralyzed. In one municipality, for instance, it is reported that “between the two factions prevailing scarcely any practical work can be extracted either from the clerical or out-door staff.” Party spirit, however, if based on principles and not on personal considerations and interests, is not to be deprecated. Healthy opposition is necessary to sound municipal life; where it is absent, administration is apt to be ineffective and slack. One of the great needs of municipal life in Bengal at present is the awakening of public spirit among the ratepayers so as to enforce the responsibility of the Municipal Commissioners for feeble or bad administration. A few ratepayers’ associations have been started, but so far they are not very enlightened or effective. Want of public spirit on the part of the Commissioners themselves is frequently noticeable. In one municipality the Commissioners are reported to be always anxious to keep the approaches to their own houses in repair at the expense of more deserving roads. In another encroachments on the roads, already too narrow, are common and action is seldom taken because the Chairman and some of the Commissioners are themselves the worst offenders. In another district the Magistrate

suggests that simple sanitary lectures should be given to Municipal Commissioners illustrated with magic lantern slides, in order to stimulate their interest in, and knowledge of, questions of public health.

Another regrettable feature of the reports is the failure of many municipal authorities to act on the suggestions made by inspecting officers and to remedy defects pointed out by them. This is especially the case in regard to public health. One District Magistrate, for instance, writes:—"Deputy Sanitary Commissioners come and inspect and record notes showing what should be done, and little is done. District Magistrates achieve similar results." He suggests that the present state of affairs shows the necessity for giving the sanitary authorities greater power of control.

Municipal Administration in Behar and Orissa.

GOVERNMENT RESOLUTION ON THE REPORTS FOR 1918-19.

Taxation.

The income realized from local taxation was Rs. 18,38,150 as against Rs. 17,08,766 in 1917-18, the increase being largely due to general or partial revision of assessment and to the assessment on new and improved buildings. In one or two exceptional cases, *e.g.*, Giridih, the rate of taxation was enhanced. Improvement in collections helped to account for a considerable increase (Rs. 23,023) in the revenues of Patna City. General revisions of assessment were carried out in Arrah, Buxar, Dumraon, Babhua, Siwan, Samastipur, Colgong, Kishanganj, Forbesganj, Deoghar, and Balasore, but in no case except Arrah (Rs. 6,292) was any large increase recorded. Owing to the patent insufficiency of the assessment of the tax on persons in Jhalda Municipality at the last revision, a fresh revision was carried out under the orders of Government and resulted in a rise from Rs. 2,602 to Rs. 4,191. This was a particularly noticeable instance of that reluctance on the part of the rate-payers and their representatives whether nominated or elected, to face the growing need for increased taxation. Revisions are still too often little more than an elaborate pretence and bear no proportion to the increased prosperity of the places concerned. The assessors may or may not make a strict assessment, but if they do it is usually much reduced on appeal till the net result is sometimes hardly worth the expense and trouble involved. It has not yet been generally realized that provincial revenues are not increasing in proportion to the growing needs of the province. The illusion of the inexhaustible purse of Government still persists, and while many urban bodies support in theory costly schemes of sanitary improvement, their suggestions for financing them often do not go beyond a declaration of poverty and an appeal for a Government grant. The incidence of taxation per head

of population is not high; the average is less than Rs. 1-12-0 and nowhere does it exceed Rs. 2-4-8 except in Sambalpur where, although it is not a wealthy town, taxation produces Rs. 5-1-0 per inhabitant. It cannot be said therefore that the burden of municipal taxation in other towns is as great as the rate-payers can be expected to bear. There is undoubtedly a considerable margin for increase, especially in some of the larger municipalities. It is probable, however, that matters will go on much as at present until the rate-payers, or those who can influence them, become convinced that improved conditions of living are a necessity, and not a luxury, and are worth the sacrifice involved. In order to hasten this consummation, Government are organizing an extensive publicity campaign in the larger towns of the Province. When, and if this change of mind takes place, it will probably be necessary to assimilate Indian to English municipal law, under which there is no statutory limit to the rate which may be imposed. The present limits, which often hamper municipal progress are the outcome of a time when few local bodies were organized on a true elective basis.

Accounts.

The total receipts including opening balances amounted to Rs. 51,67,226 showing an increase of Rs. 4,09,324 over the figures of the previous year. The aggregate disbursements have risen from Rs. 37,38,745 to Rs. 38,89,519. The percentage of general administration and collection charges on total expenditure was heavy in the municipalities of Chakradharpur (21·3), Tikari (19·2), Jhalda (17·8), Khagaul (15·6), Revelganj (13·4), Dumraon (11·8), Giridih (11·8) and Lalganj (11·3).

There was an increase in expenditure in all branches of municipal administration except under hospitals and dispensaries, *viz.*, Rs. 55,347 on conservancy; Rs. 41,341 on drainage; Rs. 39,837 on public works; Rs. 23,938 on lighting; Rs. 12,722 on public instruction; Rs. 5,672 on water-supply; and Rs. 3,137 on account of plague and other epidemic diseases. The outlay on hospitals and dispensaries fell by Rs. 66,011 mainly owing to the provincialization of the Benkipore General Hospital of which the accounts are no longer incorporated in the returns of the local municipality.

Loans.

The outstanding loan liabilities of the municipalities amounted to Rs. 6,42,000 on the 31st March 1919 as compared with Rs. 7,07,327 in the previous year. No fresh loans of importance were taken. It is to be hoped that municipalities will in future have recourse more freely to loans to finance their capital expenditure. This method is very generally favoured in modern municipal practice in Europe. At present municipalities show reluctance in applying for loans of any considerable amount and indeed few can afford to do so until they bring their nominal assessments on holdings to a basis more nearly approaching reality.

Conservancy.

The expenditure on conservancy rose further from Rs. 8,19,668 to Rs. 8,75,015 and it is evident that the programmes prepared for each municipality by the sanitation department are beginning to come into operation. In particular it is pleasing to observe that the re-organization of the conservancy system carried out by Dr. Tiwari in the Patna City Municipality has been properly maintained in spite of many difficulties and the loss of the municipal Health Officer. The inspection notes of the Sanitary Commissioner and his assistants show that there are many shortcomings in the conservancy arrangements of the smaller municipalities, of which one of the worst and most insanitary appears to be the Sitamarhi Municipality.

General.

From the point of view of municipal administration, the year was uneventful, the only important development being the extension of the privilege of electing their chairmen to fourteen municipalities. The effect of the war still operated as an obstacle to the execution of many long-pending projects of urgency. One of its most serious effects is the dearth of men qualified for appointment as Health Officer, with the result that even now, more than a year after the signing of the armistice, out of twelve municipalities for which Government have undertaken to pay the full cost of a Health Officer, only six possess one. It is now clear that there are other causes for the lack of candidates besides the needs of the army, and among these are the insufficiency of the pay offered and the want of definite prospects. The whole matter is under consideration and it is hoped shortly to offer improved conditions to properly qualified men.

The drafting of the Bill to amend the Bengal Municipal Act was completed, but in view of possible objections to legislation on important questions of principle affecting subjects to be transferred to a minister under the Reform Scheme, the matter was referred informally to the non-official members of the Council, and on their advice the Lieutenant Governor in Council decided not to proceed with the Bill for the present.

Municipal Committees in the Central Provinces.**REVIEW ON THE REPORTS FOR 1918-19.**

There were two more municipalities than in the previous year, two notified areas having been raised to the status of a municipality. All the Committees except three held the prescribed number of meetings. Attendance at meetings was generally satisfactory. There is still a tendency to hold unnecessary meetings in some municipalities.

Elections.

General triennial elections were held in nearly all the municipalities in the Central Provinces, and there was keen competition almost everywhere. In some municipalities in the Nerbudda Division personation is reported to have been freely alleged, and in some cases proved. The Commissioner, Nagpur Division, remarks that the proportion of electors actually recording votes does not seem to be high or to argue any general interest, while the Commissioner, Jubbulpore Division, expresses a fear that in certain cases the motives of the candidates seeking election were not entirely centred in the welfare of the town. In Berar under the new election rules, general elections were held in all municipalities except Ellichpur City and Camp and Amraoti Camp, which have not been granted the privilege of election. The right of electing members was conferred on the municipalities of Katol and Khapa, and those of Tumsar and Saugor were authorised to elect their President and Vice-President. The number of elected non-official Presidents was 25 against 15, in the previous year.

Income.

The total Municipal income excluding extraordinary and debt heads rose from Rs. 39,77,866 to Rs. 44,54,566 ; but excluding Government contributions, which amounted to Rs. 6,51,631, the real Municipal income was Rs. 38,02,935 against Rs. 31,09,534 in the previous year. The increase was under all heads of revenue.

Government contributions amounted to Rs. 6,51,631 against Rs. 8,68,332 in the previous year. A sum of Rs. 3,33,510 represents a grant for sanitary purposes. Indirect expenditure on Sanitation amounted to Rs. 7,872, which included expenditure on the training at Bombay of candidates for the posts of Secretary and Sanitary Inspector. The Nagpur Municipal Committee received Government contributions amounting to Rs. 2,37,340 for the surface drainage scheme, the improvement of the Sitabadi main road, city drainage, school buildings, the settlement of Indora basti, on account of the acquisition of a site for the University, and repairs to the Ambajheri dam. Grants aggregating Rs. 95,000 were given for sanitary improvements, such as the removal of congestion, the draining of insanitary nullahs, and the filling up of moats. Rs. 10,000 was paid to Jubbulpore for plague expenditure and a special contribution of Rs. 1,000 was made to the Chindwara Municipal Committee towards the cheap grain shop. The Pachmarhi Municipal Committee received an additional grant of Rs. 1,087 for the play-ground near the public garden. A grant of Rs. 15,822 was paid to the Amraoti Camp Municipality to meet the cost of pumping a supply of water to the camp as the Wadali tank failed. The Akola Municipality received Rs. 22,312 to cover the excess over the estimated expenditure on the Kapsi tank and Rs. 3,000 towards the construction of a submerged bridge over the Morna river. Buldana was given a grant of Rs. 9,000 for the construction of drains for carrying off storm water. Several Municipalities received pecuniary assistance from Government

to meet expenditure incurred in connection with the influenza epidemic. Educational grants, recurring and non-recurring, fell from Rs. 2,69,714 to Rs. 1,84,691, the special grants for expenditure on primary school buildings amounting to Rs. 13,770.

Loans.

The amount advanced during the year was Rs. 62,500 against Rs. 1,74,400 in the previous year. The loans outstanding at the close of the year amounted to Rs. 28,01,515, of which Nagpur was responsible for Rs. 15,30,407 and Jubbulpore for Rs. 2,81,009. The finances of the Nagpur Municipality improved with the non-appearance of plague and to improve them still further the Municipal Committee has recently proposed to raise the rates of octroi and the vehicle tax. The financial condition of Harda continues to be unsatisfactory and the Municipal Committee proposes to raise the rates of the terminal tax on certain commodities. The finances of all other towns which have taken loans from Government are satisfactory.

Financial results.

The total opening balance was Rs. 13,58,346. Receipts amounted to Rs. 52,44,746 and expenditure to Rs. 49,88,727, leaving a closing balance of Rs. 16,14,365 or Rs. 2,76,415 more than in the previous year. The closing balances of all Municipalities, except Pulgaon, were well over the prescribed minimum. In most cases the large balances are due to the unspent balances of Government grants or sums earmarked for special objects. The Commissioner, Jubbulpore Division, draws a very gloomy picture of the general finances of the Municipal Committees in his Division; they are unable to carry out important improvements or to provide the necessary recurring expenditure on ordinary recognised objects. This, he considers, is a serious matter which must materially affect the final verdict as to whether the policy of Government in developing the spirit of self-Government in Municipal areas has up to the present attained reasonable success. The Commissioner deprecates the present system of giving grants from Provincial revenues to Municipal Committees as it fails to engender in the members any sense of responsibility to the electorate. The Commissioner, Nagpur, also writes in the same strain about the finances of the Municipal Committees in his Division; and he suggests the revision of the schemes of octroi or terminal tax with a view to improving Municipal finances.

The capital outlay on drainage fell from Rs. 2,80,680 to Rs. 1,36,696 of which Rs. 96,624 was spent in the Nagpur Municipality. An estimate for providing water-flushed latrines in connection with the Nagpur sewage scheme is under preparation.

The expenditure on conservancy and sanitation rose from Rs. 6,71,196 to Rs. 7,93,695. The increase was mainly due to the payment of war and scarcity allowances to the conservancy staff and to the rise in the

prices of conservancy requisites. The expenditure on hospitals and dispensaries rose from Rs. 1,14,344 to Rs. 1,38,208, and plague charges fell from Rs. 60,058 to Rs. 50,991. A grant of Rs. 10,000 was paid to the Jubbulpore Municipal Committee for expenditure in connection with plague. Influenza broke out in all Municipalities and caused a heavy mortality. The Municipalities did their best to help the people by distributing medicines, and everywhere volunteers in the work of relief were forthcoming in large numbers. Cholera outbreaks occurred during the year in Murwara, Seoni and Mandla. All the Municipalities in Berar have revised their rules for the registration of births and deaths, but inspecting officers continue to comment adversely on the manner in which the rules are administered.

Education.

The expenditure on education was Rs. 6,14,502 as compared with Rs. 5,35,005 in the previous year. The increase is partly due to the payment of war and scarcity allowances to teachers. It is interesting to note that in some of the schools in the Wardha Municipalities caste prejudice in the matter of "untouchable" castes is now said to be disregarded. The Chanda Municipal Committee propose to construct a new school building for depressed classes. A school for the children of the backward classes was opened in Burhanpur during the year, but the daily average attendance was poor.

Notice of services.

The relations between the Municipalities and the officers of Government continued to be good except at Dhamtari, where there was a marked lack of cordiality in the relations between certain members of the Municipal Committee and their President. The electorate manifested its disapproval of their conduct by refusing to re-elect three of these gentlemen.

Municipal Administration in the United Provinces.

GOVERNMENT REVIEW ON THE REPORTS FOR 1918-19.

During the year the boards of Azamgarh and Ballia elected non-official chairmen for the first time. The total number of non-official chairmen in the province was thus increased to 62. The introduction of the system of triennial elections under the Act of 1916 brought about a general election at the close of the year. It is satisfactory to note that, on the whole, the elections aroused considerable interest; in the larger municipalities many seats were keenly contested and numerous changes in the personnel of the boards occurred. Further, the non-Muslim parties at Allahabad and Bijnor, who had hitherto abstained from participation in municipal affairs, abandoned this policy and took part in the elections. In many of the smaller municipalities

however the elections aroused little or no enthusiasm and existing members were for the most part returned unopposed. In five divisions ; viz., Meerut, Gorakhpur, Allahabad, Benares, and Rohilkhand, the elections were followed by 36 election petitions : all except three have been since rejected or withdrawn. In Azamgarh, the Commissioner was forced to set aside the first election altogether. The number of election petitions in the other five divisions has not been reported. The Lieutenant-Governor notes with regret the failure of the Almora Municipal Board to hold its elections at the prescribed time, an omission which it would have been difficult to rectify under the Act had it not been possible for Government to extend the term of its members up to 31st March, 1920. These elections will accordingly take place in March, 1920, after which the new board will hold office for two years.

Meetings.

•The number of meetings increased from 1,721 to 1,752. There was also an increase from 110 to 157 in the number which proved abortive for want of quorum, whilst the number of adjourned meetings also rose from 117 to 137. On the whole, the average attendance of members was again satisfactory ; there were only 11 boards where the average attendance of non-official members fell below 50 per cent.

Legislation.

During the year an important piece of municipal legislation was passed by the United Provinces Legislative Council in the United Provinces Primary Education Act (VII of 1919), which received the assent of the Governor-General on 18th May, 1919. In addition there were two amending Acts, viz., I of 1918 and II of 1919, providing for certain amendments in the Municipalities Act of 1916. Under the former, section 128 (XIII) was amended to enable the Local Government to sanction the replacement of octroi by terminal tax without a reference to the Government of India. The most important provision in Act II of 1919 was the amendment of section 46 (2) in order to terminate at the time of a general election the period of office of a non-official chairman who is not a member of the board. In 1918-19 considerable progress was also made with the Town Improvement Bill. The committee appointed under rule 13 of the Council rules to consider the draft Bill presented their report in September, 1918 and the Bill, after certain modifications, was finally passed by the United Provinces Legislative Council during the current year.

The Lieutenant-Governor trusts that all boards will have completed this task by the end of the current year, and draws attention to the importance of enacting projection and building bye-laws without further delay. It would seem hardly necessary to emphasise the importance of compelling obedience to bye-laws when framed : yet the following remarks of the Commissioner of the Fyzabad division shows that this obvious duty is frequently neglected :—" Most municipalities have passed numerous sets of bye-laws. It is not too much to say

that they have had no further effect than if they had not been passed at all. The whole procedure is a sham from beginning to end—except that the municipalities exact fees for licences. They make no attempt at all to get the conditions of the licences carried out. Some municipalities go so far in their disregard of the objects of framing byelaws as to frame them for institutions which do not exist.”

Income.

The total municipal income (excluding loans and advances) rose from Rs. 103·92 to Rs. 118·86 lakhs. After deducting Government contributions, the net increase amounts to Rs. 14·30 lakhs, which is shared by all divisions and is a record figure for the province. Nearly one-half of this increase occurred under the head “Miscellaneous,” which includes the large receipts derived from the sale of cheap grain and salt. There was also a marked improvement in the income from municipal property and sources other than taxation, *viz.*, from Rs. 20·38 to Rs. 24·67 lakhs, whilst the income from taxation also showed a satisfactory increase of Rs. 3·39 lakhs.

Income from taxation other than octroi, terminal tax and terminal toll.—All heads show an increase in income except the tax on professions and trades and the pilgrim tax; the total increase is over two lakhs. The main increases were in the water rate (Rs. 1·21 lakhs), tax on houses and lands (Rs. 34,500), tolls (Rs. 34,300), tax on circumstances and property (Rs. 10,000), and conservancy (Rs. 8,000).

The Lieutenant-Governor appreciates the efforts made by several boards to expand their water tax revenue. Under this head there was a satisfactory increase of Rs. 1·21 lakhs over last year's total for the province. In the case of seven municipalities, *viz.*, Lucknow, Allahabad, Cawnpore, Benares, Muttra, Naini Tal and Jhansi the combined receipts rose by Rs. 1·30 lakhs. The increase is particularly noticeable at Lucknow, where the income was more than doubled owing to the collection of arrears and the extension of the water tax area, whilst the revised assessment at Allahabad produced an additional Rs. 37,000.

There are many variations in the receipts from the tax on professions and trades which show a decrease of over Rs. 7,000 in the provincial total.

The Lieutenant-Governor acknowledges that fair progress has been made during the year under report in expanding the income from taxation: but he wishes to emphasize that much progress remains to be made if the boards are to meet their increasing liabilities consequent on the development of municipal administration.

The realizations under Special Acts show an increase of Rs. 27,400, chiefly due to the enhanced income from pounds. Other important increases were the receipts from the sale of water, Rs. 1,19,000, interest on investment, Rs. 91,000, rents of lands, etc., Rs. 50,000, revenue from market and slaughter-houses, Rs. 27,800, sale proceeds of lands, Rs. 27,700, fines, Rs. 11,400, and Miscellaneous, Rs. 42,000. The only substantial decrease is in the receipts from fairs.

In last year's review the attention of all boards was drawn to the necessity of making the receipts and expenditure balance, yet in the case of five boards, *viz.*, Mirzapur, Jhansi, Muttra, Mussoorie and Naini Tal, the deficit in 1918-19 is actually in excess of the previous year. Sir Harcourt Butler would again request these boards to take early steps to remedy this unsatisfactory state of affairs.

The Lieutenant-Governor regrets that but little information is given in their reviews regarding the progress made by each board in overhauling the nazul registers in order to realise an adequate income from Government and municipal properties. The importance of the subject and the imperative need for closer attention to it cannot be better illustrated than by quoting some remarks of the officer lent by Government to the Bareilly board for this purpose. The officer reports that "many valuable properties have been disposed of, and many have been allowed to be misappropriated and many yield incomes, but these do not come to the nazul account." There are many variations under the head "Rents of lands, etc.," but only in a few cases are increases in income reported to be due to the more vigorous action taken by boards to realise adequate rents. As noted above, the net revenue from this source was raised by half a lakh.

In the annual report on the administration of criminal justice for 1918, the Honourable High Court of Judicature, Allahabad, has drawn attention to the decline in the number of offences reported under the Municipal Act. The following table gives the statistics since 1908 of the number of offences reported and the number of cases brought to trial each year:—

Year.	Number of offences reported.		Number of cases brought to trial.
1918	...	17,241	15,240
1917	...	17,661	15,956
1916	...	17,290	15,815
1915	..	17,340	16,013
1914	..	17,466	16,278
1913	...	14,058	13,154
1912	...	13,031	12,334
1911	...	12,004	11,402
1910	...	10,662	9,834
1909	...	9,871	9,306
1908	...	9,558	8,870

It is noticeable that, prior to 1914, there was a steady rise in the number of municipal cases but since that year there has been a decline which is undoubtedly due to the war and the consequent depletion of municipal staffs maintained throughout the province. There is however a rise in the year 1917 attributable mainly to the passing of the new Municipal Act in the previous year under which the powers of all boards were considerably enhanced. Now that the war is over an improvement in the number of prosecutions may reasonably be expected and it is hoped that the boards will give this matter their special attention by rigidly enforcing all municipal rules and bye-laws.

Expenditure.

The total expenditure for the year under review rose to 104·50 lakhs—an increase of 9·16 lakhs over the preceding year's figure.

The large rise in the conservancy charges is shared by all divisions and is attributable generally to the high price of fodder and other materials, and also to the grant of scarcity allowances to the staff. Regarding Allahabad, the Commissioner reports that the sanitary condition of the town has not improved, but the question is being carefully considered. The importance of deciding this question without further delay cannot be too strongly urged upon the board. At Jhansi it is regrettable to note that the arrangements for the removal of sullage from cess-pools were inadequate and it is hoped that this matter will receive the early attention of the board. In the Benares division the road-watering arrangements in all municipalities are reported to be unsatisfactory.

Although the expenditure on roads on the whole showed a very substantial increase, there are many wide variations and the adverse comments made by Commissioners show that in a few cases this subject is not receiving the attention that it deserves. At Agra the board spent over half a lakh more than in the preceding year but the Commissioner reports at the end of the year that some of the repaired roads already showed signs of deterioration and that the board was not obtaining full value for the money expended. In the Rohilkhand division the Commissioner states that the increased expenditure does not indicate in any way the general improvement in the state of the roads owing to the high prices of materials of all sorts and more especially of *kankar*.

Education.

The United Provinces Primary Education Act which was passed by the Legislative Council in March, 1919 and is supplementary to the United Provinces Municipalities Act, 1916, provides for the introduction of compulsory and free primary education in the whole or any part of a municipal area on the application of the Board to Government. The municipal board has further been empowered to levy an "education cess," the proceeds of which shall be devoted solely to defray the expenditure on primary education. The Lieutenant-Governor hopes that full advantage will be taken of these new powers by the various municipal boards in order to further the cause of education throughout the provinces. As already remarked in the resolution on the report of the Director of Public Instruction for the year 1918-19, His Honour will gladly assist financially any attempt to introduce the new principle in any suitable area, where the people want it. For obvious financial reasons the Government cannot at present undertake a general subvention of the principle of compulsory education.

During the year the expenditure on education decreased slightly, chiefly as the result of reduced expenditure on the erection, and repairs of school buildings. At Cawnpore and Allahabad the Government

grants for this purpose had not been fully utilized at the end of the year, whilst in many other cases the decrease is explained by the fact that in the previous year the balance of the Government grants had all been expended. As regards secondary education although the number of schools managed or aided by municipal boards increased, the number of scholars declined by 600 and the municipal expenditure decreased by Rs. 30,000. The number of boys' primary schools managed by the boards increased by 41, whilst the number of aided schools for boys rose by 10. The number of scholars in these schools increased by 4,600. The number of girls' schools rose by 19 and the number of scholars by 900. On the whole, the year shows a marked improvement and the Lieutenant-Governor trusts that this improvement will be maintained. It is, however, necessary to point out that the introduction and success of the scheme for compulsory primary education will depend largely on the boards' ability to bear their share of the expenditure involved.

Vital Statistics.

The municipal birth rate sank from 47·92 per mille in the former year to 41·75. The former was a record figure: the latter has only been exceeded eight times in 38 years and is not abnormal. But the death rate rose from 47·13 per mille to 80·94. There has never been an unhealthier year in the recorded history of the province. The great epidemic of influenza in the autumn and epidemics of cholera, plague, and relapsing fever have contributed to producing this unprecedented figure.

The infantile mortality reached the appalling figure of 367·52 per mille. The general unhealthiness of the year no doubt accounts for these figures: but they serve to bring home the imperative necessity of taking vigorous action to check preventible causes of death amongst children.

Financial position of Boards.

The finances of a majority of boards are in a sufficiently satisfactory condition. But some are not, and of these the board in the worst position is undoubtedly Benares.

General.

In other matters than finance, however, the administration in certain municipalities leaves much to be desired. Of Brindaban the Commissioner writes that "unrest and dissension were the marked features of the administration of the Brindaban municipal board," whilst the chairman himself is even more condemnatory. At Bareilly, it appears that the board is addicted to "multiplying offices for not very convincing reasons."

Muttra's financial methods are also strongly condemned. The chairman, it is said, regards a number of improvements as necessary: but his only proposal for financing them is to move Government for grants. Many possible sources of revenue are untaxed: the board's

method of meeting fresh expenditure is "either to draw upon their balances or to appeal to Government." Of the boards in the Fyzabad division, it is stated that "they exhibit a considerable absence of any adequate appreciation of their responsibilities. In particular they are extremely unwilling to impose any fresh taxation. In order to avoid this they are driven to neglect some of their essential duties." As an instance of their methods it is recorded that the Commissioner found a *sadhu* camping out in the crowded *chauk* of a town (Tanda) with a little wood pile and a tent: he had been allowed to obstruct traffic for eight months." Other instances might be given, but enough has been said to show that the condition of affairs in too large a number of municipalities leaves much to be desired. Such irregularities cannot fail to bring municipal administration into discredit, and His Honour desires to impress that fact on all boards whom it may concern.

Nevertheless, such municipalities form a minority. The great majority of boards, though they may have rendered themselves liable to criticism in particular matters, have none the less carried out their duties with energy and good-will, and His Honour is glad to express his appreciation of their public spirit and his approval of their endeavours. Finally he would once again impress on all boards the necessity for increasing revenue if they wish to increase their expenditure. Judging from this year's reports and reviews, a tendency to ignore this fact, a feeling of reluctance to impose fresh taxation, however great the need for it, is the most common fault in the municipal administration of the province.

Administration of District Boards in Bihar and Orissa.

GOVERNMENT REVIEW ON THE REPORTS FOR 1918-19.

District Boards.--There was an increase in the number of meetings held by the district boards. None of the boards failed to hold the statutory minimum of twelve meetings in the year; the average percentage of attendance of official members varied from fifty in Ranchi to eighty-eight in Darbhanga, and that of non-officials from thirty-two in Palamau to eighty-eight in Hazaribagh. As usual the attendance of the members of the Sambalpur District Council was very irregular.

Local Boards.--A considerable increase is reported in the activity of local boards, the number of meetings rising from 519 to 582.

In Patna and Shahabad, a number of roads which were not routes of general traffic or through traffic were transferred to the control of local boards, while in Gaya the primary schools hitherto managed by the district board were similarly handed over. In the Jamui and Begusarai sub-divisions of Monghyr, the control of all stipendiary schools was entrusted to the same agency. The Giridih local board in Hazaribagh was given power to pass all repair estimates up to Rs. 2,500 and the Dhanbad local board in Manbhum took over the maintenance of a number of roads, wells, pounds, *serais* and tanks together

with the control of all primary schools within the sub-division, outside the jurisdiction of the Dhanbad union committee. It was also granted the power of controlling the vaccination work in the sub-division outside the Mining Settlement area. In Sambalpur the local boards were little more than advisory bodies, their powers of supervision and management being confined to a few petty works. This presumably accounts for the lack of interest of the members in their duties.

Union Committees.—The aggregate income of these bodies amounted to Rs. 79,708 against Rs. 63,602 in the preceding year, and the total amount spent by them was Rs. 77,484 against Rs. 58,655. Twenty-five union committees received annual contributions from the district boards amounting to Rs. 600 or more, and twenty-nine levied special taxes for sanitary purposes under section 118 G of the Bengal Local Self-Government Act, yielding Rs. 32,845 against Rs. 26,726 in the previous year. At present unions in quasi-urban areas are somewhat hampered by their lack of power to raise or expend funds for street-lighting.

The formation and development of unions still proceeds very slowly and their activities are still confined almost entirely to sanitary and conservancy arrangements, occasional repairs to village roads, and the management of pounds. The efficiency of these organizations depends largely on the existence of a public spirit, which is as yet less common than it ought to be. Cases are still not infrequent in which unions when formed have to be abandoned owing to the impossibility of forming an effective committee. Such a case occurred in the year under report at Simultala in Monghyr. It is to be hoped that with the spread of political education, it will be more generally recognized that union committees are one of the most important cogs in the machinery of local self-government, without which any real advance in rural sanitation is difficult, if not impossible.

Financial results.—The year opened with a balance of Rs. 22,70,571 to the credit of district boards, and the total receipts including direct taxation by union committees amounted to Rs 99,33,495. The amount available for expenditure was thus Rs. 1,22,04,066, of which Rs. 94,99,867 was spent leaving a closing balance of Rs. 27,04,199.

Income.—The most important item of income is that of provincial rates, which are collected under the Cess Act. The usual grant of Rs. 50,000 was placed at the disposal of each Commissioner for augmenting the resources of the district boards and district committees. Sums amounting in all to Rs. 43,486 were also distributed *pro rata* among the boards for the improvement of water-supply in rural areas, while further special grants aggregating Rs. 5,06,544 were made to the various boards and district committees for the improvement of communications.

The decrease from Rs. 11,31,563 to Rs. 10,36,634 under Education was shared by almost all districts and was due to the fact that boards had in the previous year received a special non-recurring grant to the extent of Rs. 1,00,000 towards increased emoluments for primary school teachers.

Expenditure.—The most important item is Civil Works, which accounts for over 50 per cent. of the aggregate expenditure of the boards. As might have been expected in view of the conditions caused by the war, expenditure on original works under both buildings and communications showed a falling off, while in both cases the amount spent on repairs was greater. The total mileage of metalled roads maintained rose from 1,826 to 1,898, and of unmetalled roads from 14,139 to 14,180; the mileage of village roads fell from 8,724 to 8,579. The average cost of maintenance of these three classes of roads was Rs. 464, Rs. 59 and Rs. 20 per mile respectively.

The second largest expenditure head is Education, which accounts for 16 per cent. of the sums disbursed; but out of the total of Rs. 15,88,090 no less than Rs. 10,03,336 represents grants received from Government. In spite of the large accretions of income brought by the surrender of the Public Works Cess in 1913, only two or three boards have voluntarily devoted to education any appreciable proportion of the new revenues which accrued to them.

Medical, which includes sanitation, accounts for 8 per cent. of the aggregate outgoings of district boards.

The number of dispensaries maintained by district boards rose from 165 to 170, but that of aided dispensaries fell from 85 to 81.

General remarks.—During the year four boards were offered the privilege of electing a non-official chairman. The Muzaffarpur board declined it for the present, but non-official chairmen have been elected by the other three boards. In Patna and Cuttack districts the chairman will be assisted in the performance of his duties by a special executive officer lent by Government, who will also relieve him of a portion of the burden of touring. In Bhagalpur, however, Government agreed to allow the chairman to perform all the duties of his office un-aided on condition that he should—

- (1) spend not less than sixty days on tour during the twelve months,
- (2) inspect all important works in progress and satisfy himself by personal observation that the main communications of the district are kept in good repair, and
- (3) maintain a diary of his tours.

In this way it is hoped that experience will be gained of both systems of administration, so that when the number of non-official chairmen is further increased, Government will be able to judge whether an executive officer is necessary or not. Another feature of the year was the utilization of the financial resources of district boards in combating the continued rise in the price, first of salt and cloth and latterly of rice. Large sums were invested in these articles and several boards took short-term loans from Government to enable them to finance their operations. The control of salt was entirely in the hands of the boards but the supply of cloth and rice was arranged for them by the Controller of Cloth and Director of Civil Supplies, respectively.

Administration of District Boards in the Punjab.**REVIEW ON THE REPORTS FOR 1918-19.**

Although during the year under report which ended in March 1919 no important changes were introduced in the constitution of district boards, the preliminary steps were taken towards the initiation of extensive changes which will come into force at the elections of February 1920. The number of the members in all boards has been revised and in those where the elective system obtains, the proportion of non-official members appointed by name will in no case exceed one-fourth of the total number of non-official members and in many cases will be much less. The opportunity has also been taken to re-arrange electoral circles and it is hoped that this re-arrangement will stimulate interest by providing a more equal distribution of the voting power. Another step which should tend to foster interest in district board elections is the fact that they will in future be held simultaneously in all circles of each district as well as in all districts. This should assist in focussing the attention of voters upon the more important problems of district board policy and upon the necessity for questioning the attitude of rival candidates towards such problems. In addition to the changes mentioned above which were decided upon before the issue of the Government of India Resolution on Local Self-Government, dated 18th May 1918, it is anticipated that as a result of the policy outlined in that resolution, more extensive changes will shortly be inaugurated in the direction of introducing an elective element in boards which are at present wholly nominated, of reducing the official element in all boards and of enacting legislation to facilitate the substitution of non-official for official chairmen in the more progressive boards. In commenting upon the introduction of election into the Lyallpur district, the Commissioner has expressed confidence in the success of the experiment, provided that the mainspring of the board's activities continues to be intellectual and material progress and that the danger is avoided of party politics becoming the dominating factor. This view is applicable to all boards in connection with the impending changes mentioned above and the Lieutenant-Governor looks forward to seeing as a result of these changes a quickening of the interest taken by members and voters in the progress of their boards and in the general welfare of their districts.

During the year under report 76 vacancies occurred to be filled by election. Of these no less than 56 were uncontested, while 18 were contested and two had to be filled by nomination in the absence of candidates for election. There is no doubt that the fact that the term of office of members now elected will be short-lived in view of the general elections to be held in February next, accounts for some loss of enthusiasm. The absence of a contest, however, is by no means always an indication that the vacant seat is not keenly sought after, as the withdrawal of a candidate, just before the poll is a common feature of district board elections.

The Gujranwāla, Hoshiarpur and Rohtak district boards held

thirteen meetings each during the year, while those of Karnal and Shahpur held twelve each. No other board met as often as once a month and the Attock, Gujrāt and Gurdāspur boards met six times only and the Gurgaon board not more than five times. Even allowing for the abnormal features of the year which included the influenza epidemic and much strenuous war work, the causes most generally assigned for paucity of meetings and poor attendance, the number of meetings held and the attendance at them cannot on the whole be said to have been good. The Lieutenant-Governor doubts whether, particularly in the more progressive districts, a monthly meeting can adequately dispose of all the work which a board should do. In some districts, especially in the Western Punjab, the distance to be travelled and the lack of communications are rightly mentioned as obstacles to improvement in this respect. An instance of this is Kangra where three meetings were adjourned owing to the absence of a quorum and where the proportion of non-official attendance at all meetings was only 37 per cent. His Honour has recently consulted Commissioners on a proposal made by the Hoshiārpur district board that the rules regarding the grant of travelling allowance to members of district boards should be amended by the introduction of more liberal rates, and he hopes that it will be possible to work out a system, adaptable by each board to its local conditions, which will do something to overcome the apparent reluctance of un-official members which at present prevails in many districts to attend regularly meetings held at short intervals.

The majority of reports indicate that the interest taken by members in the discussions of the board is lively, but there is less unanimity concerning the keenness displayed in the discharge of executive duties. The Multan report for instance states that the deliberations of the board are characterized by an increasing interest, but that members are reluctant to undertake the drudgery of executive work. Several other reports convey a similar impression. On the other hand there is evidence of an extended employment of sub-committees with, on the whole, satisfactory results. Good use is made of sub-committees in Gujrāt where no less than 59 sub-committee meetings were held during the year. This district board has prescribed a limit of 30 days for the submission of reports by sub-committees and this rule is reported to have had a salutary effect. The rules framed by the Rohtak board for the guidance of its sub-committees are stated to be capable of improvement but to have worked well on the whole. The Hissar Board is drafting rules giving powers to local sub-committees and similar powers have been given in Montgomery. The Commissioner of Multan rightly remarks in this connection that the delegation of definite powers to sub-committees is a valuable means of fitting the members for local self-government, as with adequate powers they learn to exercise authority and to take responsibility. This principle should receive more attention from those boards in which the sub-committee system has hitherto made little headway. Karnal for instance found it necessary to abolish two out of its three sub-committees during the year, while Jhelum, Rawalpindi, Mianwali,

Multan, Jhang and Amritsar, report that the sub-committees render little or no assistance to the board.

The problems of district board finance are causing grave concern to many boards, which are finding that while their expenses rapidly increase with rising prices of labour and materials, their income remains constant and presents little scope for further development. The income derived from Government contributions is fixed and revised periodically, a system which has been devised with a view to enhancing the financial independence of the boards and teaching them to exercise foresight in the preparation of plans of expenditure over a period of years. To allow frequent revision of these fixed contributions to meet unexpected calls upon the financial resources of the boards would defeat the object at which the policy aims. The problem before the boards is therefore to tap new sources of revenue to meet their growing expenses. The maximum to which the local rate can be raised has now been attained in all but four districts of the Punjab, namely, Attock, Simla, Karnal and Gurdaspur, and few boards can look forward in the near future to any enhancement of the land revenue on which the local rate is calculated. Public opinion is rightly opposed to an increase in school fees and is apathetic regarding the charging of fees for medical attendance to the well-to-do. Some boards are resorting to the imposition of a haisiyat tax upon persons deriving income from property which is not subject to the local rate. In Attock such a tax came into force during the year under report. The sum assessed was Rs. 7,809 and it is anticipated that Rs. 10,000 will be obtained in the current year. Karnal, Rohtak, Amritsar and Shahpur are devising similar taxes. It is doubtful, however, whether the sum which these will bring to the board will in any case be large and their object is not so much the raising of a large income as the distribution of taxation on a more equitable basis between the agricultural and non-agricultural communities. Some boards are able to derive enhanced revenue by developing their arboricultural and similar activities, but these sources yield as a rule slow returns and in some of the drier parts of the province the yield from arboricultural operations is small and uncertain. Taxation of railway imports and exports and road tolls have been suggested by the Commissioner of Lahore as possible sources of income. Such indirect taxation is open to the objection that it hampers trade and is apt, in the long run, to fall upon the consumer, and more hope seems to lie in enhancement of the existing direct taxation. The Lieutenant-Governor has recently had under consideration the desirability of enacting legislation to raise the maximum limit of the local rate to provide for the growing needs of district boards in connection with educational expenditure and district boards will shortly be given an opportunity of expressing their views on the expediency of this course.

Accounts.

The gross income of district boards during the previous year had been Rs. 83,16,600, the highest figure ever attained. This figure was,

however, exceeded during the year under report by no less than 11½ lakhs, and the total income received amounted to Rs. 94,90,888. To this increase somewhat over 3 lakhs was contributed by the local rate, the proceeds of which in the Lyallpur District alone exceeded the previous year's total by nearly a lakh. Government contributions account for the greater part of the remainder a fact which lends no colour to the grievance that some boards are inclined to urge, that the system upon which Government grants are now distributed has brought them into a difficult financial position. The total expenditure of district boards was Rs. 81,42,719 or approximately 10 lakhs in excess of that of the previous year. Expenditure on public works accounted for nearly half the increase, steps having been taken to resume in some degree the work of repair and new construction which abnormal conditions had rendered impossible during the war. To the rest of the increase the head Education contributed nearly 3½ lakhs and the head Medical about three-quarters of a lakh. The expenditure on Scientific and other Minor Departments rose by Rs. 70,000 to just under Rs. 5 lakhs.

Receipts under the head Education exceeded the previous year's total by Rs. 2 lakhs at Rs. 18,77,792. The difference is solely due to an increase in Government contributions. These amounted to slightly over Rs. 15 lakhs. School fees brought in Rs. 3,59,978, a slight increase over the preceding year. In 1917-18, the expenditure of district boards on education totalled Rs. 25,36,830. In 1918-19 it rose to Rs. 28,80,846. This is a substantial increase which, however, should be regarded as merely foreshadowing a much larger growth of expenditure in the future. Many boards mention in their reports that they have decided to adopt the five year programme prepared by the Education Department. This programme provides for the opening of a large number of new schools and the transfer of aided schools to direct control, for improvements in the prospects of teachers, and an increase in their number; it ultimately aims at the provision of facilities for primary education within two miles of every village. Complaints are voiced in some of the reports, notably that of Montgomery, that after a school has been started even in a populous neighbourhood it is too often found that the attendance remains too meagre to justify the decision in accordance with which the school was opened. The Commissioner of Multan has rightly observed that the correct policy in such cases if the residents are composed of backward tribes like Janglis, is to open the school and maintain it for an appreciable period, even though the attendance does not indicate a need for a school. To create an effective demand for education it is necessary to begin by creating a supply of the requisite facilities. The actual progress which boards have reported during the year under review towards meeting the needs of education in their districts is on the whole very satisfactory. Sir Edward Maclagan is glad to learn that a large number of boards have given effect to a much needed improvement in the scale of teachers' salaries. There is little deserving of notice in any of the reports in connection with the spread of female education or of industrial education and the attention bestowed

upon these subjects has possibly flagged somewhat during the year.

The head Medical is credited with an income of Rs. 1,34,320, which exceeds that of 1917-18 by Rs. 23,445. The increase is almost entirely accounted for by Government contributions, but hospital receipts and sanitation receipts have both risen appreciably. Expenditure was higher at Rs. 8,59,310 compared with Rs. 7,86,998 in the previous year. This increase was spread over various sub-heads, but owing to the influenza outbreak, expenditure on plague and other epidemics increased by 50 per cent. The activities of the boards in their medical departments were in fact largely engrossed by the influenza and other epidemics and little is recorded during the year in connection with the construction of new dispensaries. Many projects for new dispensaries have, however, been sanctioned and even begun, in most cases with assistance from the special Government subsidy which was sanctioned for this purpose. In the few cases where new dispensaries were ready to be opened it is reported that Sub-Assistant Surgeons could not be spared by the Medical Department and the opening had to be postponed. Although the system of charging fees from the well-to-do makes no headway, the dispensaries are generally reported to be popular and to confer valuable advantages upon the public. A somewhat inexplicable exception is the Hoshiarpur district where it is stated that very little use is made of the dispensaries. His Honour desires that the causes of this alleged apathy may be more fully investigated with a view to their removal if they are found in any way to rise from administrative defects and the attention of the Inspector-General of Civil Hospitals will be drawn to the matter.

Increasing attention is being paid by district boards to the establishment of demonstration farms and to the popularization of improved agricultural methods. For the latter purpose, Agricultural Assistants are being entertained by some boards. As regards demonstration farms, when recently reviewing the report on the operations of the Department of Agriculture for the year, His Honour drew the attention of those responsible for managing such farms to the importance of observing two main principles, namely, that demonstration should be strictly confined to methods which have stood the test of research in a place of similar soil and climate to that in which the demonstration is to be given: secondly, that the demonstration of agricultural methods without a concomitant demonstration of the financial results of those methods is liable to create a misleading impression. These points should be taken to heart by the members of district boards. A useful suggestion has been made by the Commissioner of Jullundur, in whose division several demonstration farms are about to be started, to the effect that occasional meetings of the district boards should be held at these farms. That the interest of members of the boards in the farms requires stimulation is certainly a conclusion which some of the reports suggest. The Lieutenant-Governor is surprised, for instance, to learn from the Amritsar report that the board supplies the funds for the maintenance of the farm at Beas which is under the direct management and supervision of the

Agricultural Department, but that here its concern with the farm terminates, as no statement of accounts or other information is furnished by the department to the board. His Honour trusts that the Director of Agriculture will enquire into and, if necessary, rectify this cause of complaint.

The Government Cattle Farm at Hissar supplied 186 bulls to district boards during the year or 20 less than in the previous year. The Hissar district, where the presence of the Cattle Farm provides an admirable object lesson, took the largest number, namely, 20. In addition to the Hissar bulls, boards in the Western Punjab purchased bulls of the Dhanni and Dajal breeds. The Attock District Board, has, with financial co-operation from Government, initiated a notable scheme for improving the Dhanni breed of cattle in the Talagang Tahsil, by subsidizing the upkeep of approved private bulls on the condition that the bulls' services are given free of charge to the zamindars of the villages where they are kept and that a register is maintained of the cows served by these bulls. The reports indicate that the attitude of zamindars towards the provision of good bulls and the improvement of cattle breeding varies widely from district to district. In Hissar, Shahpur and Lyallpur the demand for Hissar bulls is so great that zamindars do not hesitate to contribute handsomely to the cost of purchasing new bulls. Interest in Hissar as already explained is kept alive by the Government Cattle Farm. In Lyallpur and Sargodha the highly successful cattle fairs are organised at these places and the needs of thriving colony have doubtless much to do with the attitude of the zamindars. As a means of dispelling apathy elsewhere, the promotion of similar cattle fairs appears to offer promise of success. Such apathy is unfortunately too common. In most districts it is found that zamindars not only will not contribute anything towards the initial cost of new bulls, but are reluctant to maintain them when supplied unless well remunerated for the expense and responsibility involved.

The only board which has bestowed any attention upon improvement in sheep breeding appears to be that of Mainwali. Some years ago this board was enterprising enough to purchase ten three-quarter bred merino rams. Of these, two have died, and the remaining eight are doing good work. This enterprise is now being justified by results. The progeny of these rams is reported to be of conspicuous excellence and the superiority of their wool is stated to be well established.

Arboriculture, as a profitable source of income, is receiving ample attention from the majority of boards at a time when they can afford to leave no stone unturned to add to their resources. The entertainment of additional and more fully qualified supervising staff still awaits achievement however in several districts, notably Rohtak, Multan and Ferozepore. Many boards report an increased income, but in some cases, for instance, Karnal and Shahpur, this is partly attributable to the expedient of allowing zamindars to lop the trees for a small payment owing to the widespread scarcity of fodder. Other boards, such as Muzaffargrah, Ambala and Jullundur, are reaping

an enhanced revenue from extensive fellings of decayed and over-matured trees which a wiser policy would have disposed of and replaced in earlier years. In Gurudaspur, on other hand, it appears that the removal of useful trees has been over done. This board realised Rs. 67,656 from the sale of trees or Rs. 35,586 more than in the previous year, and the report speaks of extensive sales of trees at a sacrifice of shade and beauty. The Gujranwala board whose arboricultural operations have hitherto been conducted at a loss now reports an excess of receipts over expenditure and attributes this to high prices of timber and fuel coupled with the prompt sale of dead trees. In the adjoining district of Lyallpur, on the contrary, it is asserted that while the board has a valuable property in its roadside trees, the market demand for the produce is at present poor.

Few boards as yet take seriously their responsibilities in connection with the sanitary arrangements of villages and the apathy of villagers on the subject is a theme of many reports. The Deputy Commissioner of Jullundur sums the matter up by saying that while every one is ready to improve his neighbour's village, nobody desires to cleanse his own. Several boards, including Ambala, Karnal, Jullundur and Ludhiana, have recently introduced rules for voluntary adoption by villages to secure better sanitary arrangements; no village in any of these districts has yet adopted the rules. In Shahpur the board offer prizes annually to well kept villages; during the year, as in the previous year, this offer found no claimants. A different method is employed by the Multan and Lyallpur boards which impose conservancy taxes on particular villages and entrust to special sub-committees the duty of spending the proceeds. The method appears to promise some success. An interesting variation of it is a proposal of the Amritsar board to apply the profits derived from cattle pounds to the improvement of sanitation in the villages where the pounds are located.

Miscellaneous activities of an important character are chronicled in the reports of most boards. These comprise special measures connected with influenza epidemic, the opening of cheap grain and salt shops, and the rendering of assistance in publicity work. In publicity work the Lyallpur board, which is in many respects the most progressive in the province, has taken a leading part and the District Board Bulletin, the organ of this board, has continued to disseminate reliable news and is now issued bi-weekly. Although the reports sent in by some boards could be improved by amplification, the majority have compiled interesting and instructive reports which leave no doubt that a real vitality and desire for progress is animating the members of the boards. The development of local self-government in the near future will, it is hoped, be rapid, and members of district boards will not lack opportunities for the discharge, both collectively and individually, of important duties and responsibilities requiring a high standard of ability and public spirit. Sir Edward Maclagan has found in the reports under review many grounds for confidence that they will rise to the occasion and justify the trust that will be imposed on them.

District Boards in Bengal.

GOVERNMENT RESOLUTION ON THE REPORTS FOR 1918-19.

District Boards.—There was no change in the number of the Boards. Last year it was necessary to remind the non-official chairmen of the District Boards of Murshidabad, the 24-Parganas and Jessore that more extended touring was necessary if the work of the Boards was to be properly carried out. It is satisfactory to note that during the year under review these chairmen were on tour for 25, 23 and 32 days respectively. Having regard to the advanced age of these gentlemen and their other public and professional duties these tours do them credit. The non-official chairman of the Bakarganj District Board was on tour for 54 days, and of the Burdwan District Board for 64 days. The latter is reported to have done very good work on his tours; the District Board appears to have exercised a wise discretion in electing a gentleman who has not only time to discharge the duties of his responsible office but also determination to have work done properly.

Local Boards.—The elective system was introduced during the year under review in the Local Boards of the Chittagong Division and in two Local Boards in the Bakarganj District. Sanction has also been given to the establishment of Local Boards in the sub-divisions of the Chittagong District, where there are at present no Local Boards, and preliminary arrangements are being made for their establishment. General elections were held in five districts; they failed in seven thanas owing to the non-attendance of the prescribed proportion of voters.

It is hoped that the Village Self-Government Act by extending the sphere of the duties of Local Boards will infuse new vitality into them and stimulate their activity.

Union Committees—(a) *Constitution.*—The number of Union Committees actually at work at the end of the year increased from 174 to 269 with a population of over two millions. In addition to these, 127 new Union Committees had been sanctioned but had not been actually constituted before the end of the year. The elective system is being introduced in all unions where the members are nominated as their term of office expires, and the proportion of elected members has consequently been largely increased.

(b) *Income.*—The total income of Union Committees (excluding opening balances) increased from Rs. 2,00,000 to Rs. 2,39,000 of which Rs. 1,28,000 was contributed by District Boards. The number of committees imposing union rates rose from 86 to 105, of which 49 were in the Dacca District: the amount realised rose from Rs. 52,000 to Rs. 58,000. As a contrast to the Union Committees of the Dacca District it is noticeable that in the 24-Parganas no assessment was levied by the Union Committees, which relied on grants from the District Board as their chief source of income. The latter district is regarded as advanced, and the unwillingness of the people to raise funds for the improvement of their villages is to be regretted.

(c) *Expenditure*.—The total expenditure amounted to Rs. 2,34,000 of which Rs. 1,03,000 was spent on roads, Rs. 52,000 on sanitation and 55,000 on water-supply. Union Committees in Bribhum, Murshidabad, Jessore and Dacca devoted part of their funds to education and in Birbhum, Jessore and Dacca to dispensaries. In the 24-Parganas the tendency of the committees, if left to themselves, is to devote the greater part of their income to roads and to spend as little as possible on water-supply, sanitation, education or medical relief.

(d) *Balances*.—The number of Union Committees that disposed of the whole of their funds was 31, while 35 others were left with balances of less than Rs. 10. In two Union Committees in Birbhum the closing balances exceeded the total expenditure. One Union Committee in Dacca, which had a total income of Rs. 3,935 spent only Rs. 1,511 and is responsible for a balance of Rs. 2,424; another in Noakhali kept a balance of Rs. 2,725 out of its income of Rs. 3,677.

General remarks.—Although some districts seem to be making little or no progress, the Union Committees generally continued to do good work. In the Chittagong Division for instance it is reported:—“The Union Committees are gradually realizing the advantages of self-taxation and their activities, zeal and enthusiasm will go on developing with the expansion of work entrusted to them.” In Faridpur these bodies are genuinely desirous of improving local conditions and are alive to the fact that self-taxation is an essential necessity. The Chirman of the Birbhum District Board writes:—“The steady increase in the number of Union Committees, all willing to impose self-taxation, has been a remarkable feature of the year of report. Some idea of their activities may be gathered from the fact that the funds administered by the Union Committees almost doubled during the year of report and that only a very small percentage of this amount (23·8 per cent.) represents the contributions made by the District Board, the remainder being their income from funds raised by themselves from self-taxation. Under the sympathetic guidance of the District Board, the Union Committees of this district continue to display a steadily increasing measure of self-help, administrative capacity and zeal for the execution of works of sanitation, conservancy, water-supply and medical relief”. In Dacca the value of the work accomplished by the Union Committees is enhanced by the fact that it is done economically. The policy of the committees is to avoid the expense of contractors by delegating one of their members to engage and supervise labourers while another member is deputed to inspect the work. The Chairman usually saves the expenses of a clerk by doing the accounts and correspondence himself. Administrative expenses thus become insignificant in comparison with the work done and in many unions they are *nil*. Similarly in Hooghly where different members are placed in charge of different works the people get very good value for their money.

A dislike of taxation is not peculiar to the villages of Bengal and it is only natural that taxation should not appeal to villagers who have not yet seen the benefits that will result from their contributions. In this connection the Chairman of the Howrah District Board reports:—

As a result of my local inspections I am convinced that taxation is highly unpopular among the villagers and a committee that imposes it knowingly faces unpopularity. The villagers are anxious that Union Committees should improve amenities of life in the village but they expect that all the necessary cost will be provided by the Board or Government. In some cases the fear of taxation leads to opposition to the establishment of Union Committees". In other districts also the committees are apt to rely on the District Board contributions but it is scarcely necessary to point out that as Union Committees and Union Boards increase in number, till there is a network of them in each district, the amounts the Boards will be able to give to each will be so comparatively small that they must be supplemented by adequate local taxation if local needs are to be met.

District Board Receipts.—During the year under review, the total receipts from all sources (excluding opening balances) increased by over 6 lakhs, *viz.*, from Rs. 1,10,22,000 to Rs. 1,16,57,000: the receipts from local rates rose by $1\frac{1}{2}$ lakhs, while the educational receipts rose by nearly $3\frac{1}{2}$ lakhs.

Incidence of taxation.—The incidence of taxation averaged $2\frac{1}{2}$ annas per head for the whole Presidency and varied from 3 annas 2 pies in the Burdwan Division to 1 anna 11 pies in the Dacca Division.

District Board expenditure.—The decrease of expenditure in relation to current income to which Government drew attention last year is still more noticeable in the year under review. Last year the expenditure exceeded the current income by less than Rs. 5,000 in contrast to the previous three years where there was an excess by $5\frac{1}{2}$, $7\frac{1}{2}$ and $2\frac{1}{2}$ lakhs respectively. In this year the high price of materials and the difficulty of obtaining them led to a curtailment of expenditure, the result being that the current income exceeded the expenditure by $4\frac{1}{2}$ lakhs. Many districts were left with large surpluses, and the aggregate closing balance at the end of the year was 23 lakhs—an increase of 3 lakhs on the previous year.

Loans.—It is somewhat anomalous that whereas the municipalities with an income of 65 lakhs have taken loans totalling 69 lakhs, the aggregate of the loans of the District Boards of Bengal, with an income of over a crore of rupees, is only 20 lakhs, of which 16 lakhs is on account of the loan taken by the 24 Parganas District Board for the Magra Hat Drainage Scheme. The District Boards are constantly complaining of the inadequacy of their income, but it is their usual practice to finance capital works from current revenue. They have not apparently realized that by so doing they are not taking advantage of their strong financial position to obtain funds for the development of their districts and that they are at the same time unfairly burdening the present generation with the whole capital cost of works of which the benefit will to a large extent be reaped by posterity.

Education.—In spite of Government giving the Boards further grants amounting to $3\frac{1}{3}$ lakhs, the expenditure on education rose by only Rs. 1,69,000. It aggregated $26\frac{1}{2}$ lakhs, about three-fifths of which represented Government grants placed at the disposal of the Boards. The percentage of their income spent on primary education

was over 20 per cent. in all but nine districts and varied from 10 per cent. in Burdwan to 30 per cent. in Noakhali and Bogra. The total number of Board and aided primary schools rose from 35,278 to 36,654, of which 28,647 were boys' schools and 8,007 girls' schools; altogether 2,866 were maintained by the Boards.

It is satisfactory to note that there has been an increase of 592 in the number of girls' schools. The number of night schools organised in the district of Birbhum for the education of artizans and the labouring classes rose from 113 to 144 with an attendance of 2,936 pupils. Weaving schools are being assisted by one or more District Boards in each division, while technical schools are maintained by the District Boards of Burdwan, Khulna, Mymensingh, Tippera, Rajshahi and Pabna.

Medical Relief and Public Health.—These two heads are grouped together for this review as it is impossible to distinguish the expenditure under each. The outlay under the head of Medical increased by 1½ lakh and that shown under the head of Sanitation by about half a lakh. The increases are due mainly to the establishment of new dispensaries, the temporary employment of special doctors to cope with outbreaks of influenza and other epidemics, the free distribution of medicines during diseases, the rise in the price of medicines owing to the war and the more general adoption of sanitary measures.

In nearly all districts definite programmes have been laid down for the gradual extension of dispensaries, and 15 new dispensaries were established during the year. The number would have been still greater had it not been for the high cost of materials and the difficulty of getting them. There was generally greater activity in providing for the needs, both medical and sanitary of rural areas. In Birbhum for instance five temporary dispensaries were opened and were retained almost throughout the year, the influenza epidemic being succeeded by small-pox and cholera epidemics. The District Board of Hooghly employed five peripatetic Sub-Assistant Surgeons who visited villages and markets (*hats*) to give free medical relief and instruct the villagers in matters of hygiene and public health. The Mymensingh District Board maintained a lady doctor and five midwives and also employed two sanitary officers for work during epidemics. In this district 11 extra doctors and 16 compounders were engaged to cope with the epidemic of influenza. In Bakarganj the services of 43 extra medical men (in addition to 30 doctors and 25 compounders attached to the Board's dispensaries) were utilized during the outbreak in October 1918. The Board opened 72 centres, each in charge of a medical man, and freely distributed medicines to the affected persons. In this district the doctors attached to some of the dispensaries visit the neighbouring village markets (*hats*) and render medical aid to those attending them. In Rajshahi the system of treating with quinine children in primary schools suffering from malaria was extended. Medical officers of the Board's dispensaries treated school children within a radius of 1 mile from their dispensaries in addition to their dispensary work, and it was arranged that the medical officers of private dispensaries should give similar treatment in the neighbour-

ing schools, the Board supplying the quinine. The results are said to be promising and the experiments will be continued. Two supernumerary doctors were also deputed at Nator and Naogaon as whole-time officers to do similar work in schools within a radius of 5 miles, but this work was interrupted by the floods, as the officers had to be employed on flood duty.

In Jessore a scheme for affording medical relief by subsidizing medical practitioners is said to have worked fairly well, but it does not appear that the doctors subsidized by the Board have as yet opened dispensaries of their own, and the Chairman is not yet sure that they will eventually settle down in the locality, which was one of the main conditions on which the subsidies were granted.

Useful public health propaganda work was done in several districts. In Jessore the non-official Chairman personally delivered lectures on malaria and cholera with the help of a magic-lantern. In Rajshahi one of the Board's Sub-Assistant Surgeons went on a lecturing tour for about one month. Lectures were given at zemindars' cutcherries, high English schools, *melas* and, other places. It is reported that large audiences of all classes, both men and women, attended and showed the liveliest interest. Lantern-lectures given by the Sanitary Inspector of the Mymensingh District Board in villages and primary schools were much appreciated, and the Board has under consideration the appointment of two regular lecturers for the dissemination of knowledge of simple sanitary facts. Elsewhere also, *e.g.*, in Bogra and Malda, Sanitary Inspectors gave magic-lantern lectures and instructed the villagers in the principles of hygiene and the means of protecting themselves against epidemics.

In the Asansol mining settlement, the system of free and compulsory vaccination has for some time been in force under the supervision of the Mines Board of Health. It was introduced by the District Board in the remainder of the district during the year under review. A first class Health Officer was appointed by the Board for the purpose as well as for general public health work, and four Health Inspectors and 32 Sanitary Assistants were appointed to help him. In Bakarganj a scheme of free vaccination which was in force last year in the Sadar sub-division, was extended to the Perojpur sub-division with satisfactory results, 20 per cent. of the population being vaccinated. Free vaccination was also continued in the Jalpaiguri and 24-Parganas districts and in certain parts of the Bogra and Tippera districts.

Ordinary sanitary measures, such as the clearing of jungle, filling up of ditches and disinfection of tanks and wells are generally carried out through the agency of Local Boards and Union Committees. The District Board of Dacca organized three special sanitary gangs for the Manikganj sub-division. The Local Board of Meherpur in the district of Nadia continued to clear jungle on village sites through the agency of special local committees, who took leases from the owners on small rents or free of rent and cleared the plots with the help of Local Board contributions. Crops were then grown which prevented the jungle growing again and yielded a small profit to the committees.

The idea is to form a village sanitation fund out of the sale-proceeds of the crops and to undertake other sanitary works, independently of the contribution of local bodies. The scheme is said to be working successfully so far and the number of such village committees is increasing.

Water-supply.—Expenditure on water-supply amounted to Rs. 7,83,000 or nearly one-quarter of the net public works cess receipts. The District Board of Nadia spent nearly half of those receipts, the Dacca and Faridpur Boards over two-fifths and the 24-Parganas and Mymensingh Boards one-third; the outlay in the district last named was double what it was in the previous year. The Chittagong District Board spent only Rs. 4,435, or 3·4 per cent of the public works cess receipts. The failure to do more is attributed to difficulty in securing sites for tanks, and the District Board is considering the possibility of encouraging the use of wells in preference to tanks. In Rangpur, where only Rs. 11,000 was devoted to this purpose, it is reported that drinking water is available at a small cost by digging *katcha* wells and that the necessity for expenditure of funds on a large scale is not therefore keenly felt. The Governor in Council is pleased to observe that, with few exceptions, District Boards are realising their responsibility in this important matter, but he has read with concern the remarks of the Chairman of the Mymensingh District Board that the efforts of the Board to supply water are resulting in a diminution of private efforts.

Drainage.—The expenditure incurred under this head was confined chiefly to clearing roadside drains, re-excavating and deepening *khals* and petty surface drainage.

District Councils in the Central Provinces.

GOVERNMENT REVIEW ON THE REPORTS FOR 1918-19.

All District Councils in the Central Provinces and District Boards in Berar held the prescribed number of meetings, but 11 Local Boards failed to do so. Out of a total of 147 meetings held by District Councils and District Boards, 14 proved abortive for want of a quorum, and out of the 660 meetings held by Local Boards 86 proved similarly abortive. The average non-official attendance was below 50 per cent in the case of 17 District Councils and the great majority of Local Boards. The reports from all divisions complain of the poor attendance of non-official members. To a certain extent this may have been due to the peculiar circumstances of the year, and the presence of influenza, plague and cholera epidemics, but the complaint is an ever recurring one, even in prosperous and healthy years. The exhortations made from year to year have proved of little or no avail, and it is not likely that any of the various remedies which have been suggested, such as the grant of travelling allowance to members or the removal of members for continued failure to attend, will have any real

effect. The portion of the population which takes a genuine interest in the management of local affairs has long outgrown the stage of development which finds expression in the present Local Self-Government Act; when the new Bill, which is now before the legislature, has been passed into law and effect has been given to its provisions, it is trusted that a more real and practical interest will be taken in the work of the Councils and Boards by the leading members of the community.

Financial results.

Income and expenditure, excluding debt heads, showed increases of Rs. 6,21,530 and Rs. 8,43,553 respectively.

Education.

The total expenditure on Education, excluding that on buildings and repairs, which is included in Public Works, rose from Rs. 8,81,000 in the Central Provinces and Rs. 4,11,000 in Berar to Rs. 10,78,000 and Rs. 6,03,000 respectively. Government contributions amounted to Rs. 9,52,000 in the Central Provinces and Rs. 3,27,000 in Berar, as against Rs. 7,70,000 and Rs. 3,09,000 respectively in the previous year. The principal special grants made by Government for education were Rs. 5,09,000 for the maintenance of new Primary Schools, Rs. 43,000 for pension contributions and for raising the pay of schoolmasters, and Rs. 58,000 towards the construction of new, and the extension of existing buildings of Vernacular, Middle and Primary Schools. There was an increase of 105 in the number of Primary Schools and 36 in the number of Middle Schools in the Central Provinces, while in Berar the increases were 21 and 19 respectively. In the Central Provinces, the proportion of recurring expenditure on Education to the total income rose from 30 to 32 per cent and that in Berar from 25 to 34 per cent, the proportion for the whole province being 32 per cent.

Although many of the Councils and Boards showed considerable activity in the direction of opening new schools, providing suitable buildings and improving the pay and prospects of schoolmasters, education made but little headway during the year. Except in a few places the increase in the number of scholars was not commensurate with the increase in the number of schools, and the attendance was on the whole unsatisfactory. The influenza epidemic and the famine conditions which prevailed in many districts were in some measure to blame for this result; but the real cause, it is to be feared, lies not in temporary adverse conditions, but in the general apathy of the country-side. As the Commissioner, Nerbudda Division, writes; "Education is still unpopular with agriculturists, who are sceptical of its benefits. They think that it is a sheer waste of the time and energy of their children, and that after the school course they are unfitted for their agricultural pursuits." The number of night schools in Berar has nominally increased from 44 to 55, but there has been a very large falling off in attendance; some of the schools are not

actually working, and others are reported to be badly managed. The question of their continuance is under consideration.

Medical and Sanitary work.

District Funds subsidised 170 dispensaries, as against 169 in the previous year. The amount of contributions for maintenance increased by Rs. 2,000, while those for buildings and repairs decreased by Rs. 11,000. There was an increase of 6 per cent in expenditure under the head "Medical." Since the close of the year, a scheme has been formulated under which a beginning will be made with the creation of a Health Service for work in rural areas, combined with a much needed extension of facilities for medical relief. The task must necessarily be a slow one; funds can only be provided gradually, a staff has to be created and trained, and the rural apathy towards insanitary surroundings has to be overcome by educational methods. But the death-roll of the influenza epidemic has shown the urgency of the problem, and it is hoped that the proposals above referred to will enable a start to be made on the right lines.

The expenditure on conservancy was Rs. 18,000 against Rs. 27,000 in the previous year. Nearly all of this was spent in Berar. During the year, a special grant of Rs. 50,000 was made from provincial revenues for the improvement of water-supply in rural areas, but only Rs. 32,000 was utilized by local bodies. Rs. 47,000 was spent from this grant and the balances of previous grants on the construction and repairs of wells, but a balance of Rs. 61,000 still remained unspent. The Divisional reports go to indicate that, where contractors cannot be found to undertake the construction of wells, the work is being taken up departmentally, and better results are hoped for next year; but until local bodies as a whole show more initiative in utilizing the grants given to them, it is useless to consider the question of increasing those grants.

Cattle-pounds.

The number of pounds rose from 1,501 to 1,538. The income and expenditure increased by 29 and 28 per cent respectively. All the pounds except 9 were self-supporting. During the year, the receipts on account of feeding charges of cattle impounded was Rs. 1,63,000 and the expenditure Rs. 1,32,000. Of the latter sum Rs. 52,000 was devoted to the feed of cattle, while the balance represents the cost of pound servants and of feeding stuffs, etc. Taking the Province as a whole there was a surplus of Rs. 31,000, and in view of the fact that fees are only intended to cover expenditure and not to be a source of profit, the accrual of undue surpluses should be looked into by the Councils and Boards concerned.

The new Local Self-Government Bill, which was to have been passed into law at the last meeting of the Legislative Council, has been delayed in consequence of certain recommendations made by the Committee appointed by the Secretary of State to consider the system of local self-government in England.

The Central Provinces Local Self-Government Bill, 1919.

REPORT OF THE SECOND SELECT COMMITTEE.

The first question which we considered was the question of the Local Government Board and the condemnation of the constitution of such a Board which is contained in paragraph 3 of the report of the committee appointed, at the instance of the Government of India, to study the system of local self-government in England. The committee has stated as follows:—"To set up a board or committee with powers of control or as an intermediary between the local bodies and a Government department would thus in no sense be in accordance with English practice, and in our opinion would certainly lead to friction, both with the Government department and with the local bodies and to delays; and no advantage can be gained by merely copying an appellation which has never borne any real relation to the facts and has now been abandoned in England. It may be found useful for the Minister in charge to consult on occasion, as he thinks fit, committees, appointed with reference to particular questions; but effective control must be in the hands of the Minister himself, and we are opposed to the establishment of anything in the nature of a Standing Committee with a right to be consulted collectively on all questions or even on all questions of a particular class."

This argument seems to us to be open to objection on several grounds. It appears, in the first place, to ignore the essential difference between the constitution of Government in England and in India. In England, the Government consists of a number of Ministers, each in charge of a separate department, with a large staff of permanent expert officials to assist him. In India, the administrative functions of Government are discharged by a number of heads of departments who are distinct from, and subordinate to, the central governing authority. At present there is no department of local self-government in charge of a separate head, in the same sense as there is an Education Department in charge of the Director of Public Instruction, and a Public Works Department in charge of the Chief Engineer. The functions of a head of a department with regard to local self-government are at present discharged by Commissioners and the Deputy Commissioners subordinate to them; and with the abolition of the close local control which is at present exercised by those officers, it appears to us to be essential to constitute a central department which shall take over their functions of control. It is, therefore, incorrect to say that the constitution of a Local Government Board would intervene between a Government department and local bodies; rather it would form the Government department for those local bodies, in the sense in which the Director of Public Instruction forms the Government department for the administration of education.

We would further like to point out that the fact that the Local Government Board has been abolished in England and its place taken by a Ministry of Health, does not appear to us to have any direct

bearing on the question before us. The Local Government Board, as legally constituted, was admittedly a fiction, and the actual work of local self-government has always, so far as we are aware, been carried out by a Minister, with the aid of a large permanent expert staff. The change to a Ministry of Health is therefore largely one of name. As we have already pointed out, the Board which we propose to constitute is not an imitation of an obsolete fiction, but will exercise functions analogous to those exercised by the new Ministry of Health, the only difference being that the authority will be a Board instead of a single individual. The members of the proposed Board will be salaried officers, with a regular distribution of duties and a fixed remuneration for performing those duties, and can therefore in no way be compared to the Local Government Board as it formerly existed on paper in England.

An objection may be raised that the proposed Board will be expensive. We would, however, point out that it is essential, in the present stage of the development of local self-government in the Central Provinces, that we should be able to train as many non-officials as possible in the work of administering local self-government, especially in view of the fact that for many years to come the expert advisory staff will be small in numbers, and that, with the abolition of local official control, it will be essential to have as many persons available as possible to carry out local inspections.

Finally, we should like to point out what would be the state of affairs if the Committee's recommendations were acted upon and the control of the local self-government left in the hands of the Minister in charge and his Secretary. The close local control, which is at present exercised by the officers of Government, will disappear as soon as the Bill becomes law. As the Committee have pointed out, public opinion, which in England exercises a very jealous and efficient control over the actions of local bodies, is practically non-existent in the present stage of the development of local self-government in India. At the same time the large expert advisory staff, on which the Minister in England can rely in his dealings with local bodies, is also practically non-existent and can only be built up gradually. Control over local bodies will, therefore, have to be exercised by a Minister who will have other departments in his charge, assisted by a Secretary who will also have several other departments to look after and cannot possibly leave his headquarters in order to go on tours of inspection, and by one or two other Government officers, such as the Sanitary Commissioner and the Sanitary Engineer, who will also have many other duties to perform besides those relating exclusively to the work of local bodies. It appears to us that this is an arrangement which cannot possibly be contemplated, and we are, therefore, of opinion that the constitution of a Local Government Board, as embodied in the Bill, is the only possible alternative and that we should adhere to it.

VETERINARY.

The Civil Veterinary Department in Madras.

GOVERNMENT REVIEW ON THE REPORT FOR 1918-19.

During the year under review, proposals have been sanctioned for opening new veterinary institutions in 1919-20 at Russellkonda, Jaggayapeta, Polavaram, Kurnool, Narasaraopet and Anantapur.

The question of entrusting to municipalities the work of reporting cases of mortality among animals within the municipal areas is under the consideration of the Government.

The Government regret to note the increase in the number of deaths from rinderpest in spite of an increase in the number of inoculations. They hope that, when the superior staff of the department is strengthened and the "serum-simultaneous method" of inoculation is undertaken on a large scale, the disease will be brought under effective control.

The number of castrations performed by the touring veterinary assistants and by the assistants in charge of veterinary institutions is satisfactory.

The Government note with pleasure that subordinate magistrates continue to make little use of the provisions of Section 6 (3) of the Prevention of Cruelty to Animals Act, 1890. The District Magistrates of Godavari, Madura, Tanjore, Trichinopoly and Bellary are requested to see that officers under them pay more attention to the repeated instructions of the Government in the matter.

8. The total charges of the department as reported by the Accountant-General (exclusive of charges on account of breeding operations and establishment for the inspection of cattle) amounted to Rs. 2,75,124-8-10 as shown below:—

			Rs.		
Superintendence	...	...	49,747	8	5
Subordinate establishment	..	..	1,27,265	9	7
Hospitals and Dispensaries	...	...	31,874	15	0
Veterinary instruction	...	...	66,236	7	10
Total	...	...	2,75,124	8	10

This amount excludes the expenditure of Rs. 884,08-6-2 on works done by the Public Works Department and also the sum of Rs. 31,988-3-7 representing the net expenditure incurred by local bodies on account of hospitals and dispensaries.

Veterinary receipts amounted to Rs. 18,229-12-1.

PART IV—Miscellaneous

THE MYSORE LEGISLATIVE COUNCIL.

President's Opening Speech.

25th March 1920.

It gives me great pleasure to welcome you to this, the first meeting of the enlarged and newly constituted Legislative Council. This Council is, as you are all aware, the result of His Highness the Maharaja's desire to associate more largely with the *ex-officio* legislative advisers of his Government, the elected representatives of his subjects. I consider it no small honour to have been connected with the inauguration of a scheme of reform which, though on a small scale is fraught with great possibilities as regards the political education of His Highness' subjects.

* * *

A new epoch.

This Council, as reconstituted, marks the beginning of a new epoch in its history and it may not be out of place to review, however briefly, its past history.

The Legislative Council was created by His Highness the Maharaja in the year 1907. I had the privilege to be a member of that first Council and it is no small pleasure to me to see two of my worthy contemporaries present here to-day—I mean Rajasabha Bhushana Dewan Bahadur K. P. Puttanna Chetty, the doyen of this Council, and Rao Bahadur M. C. Ranga Iyengar. The Council was then no more than a Legislative Committee of Government, its constitution being largely similar to the Councils created by the Government of India Act of 1861. Its functions were entirely confined to the legislative proposals that came before it. The number of additional members was 10, of whom 5 were non-officials, namely 3 retired officers and 2 members of the Bar, all nominated by the Government. Within the next following two years, the privilege of returning two members to the Council was accorded to the Representative Assembly. But it was not till 1914 that the functions of the Council were definitely enlarged so as to include not only the power of dealing with legislation

but also powers of interpellation and of discussing the annual budget. I do not propose to take you in detail over the measures introduced subsequently, as they are all within your recent knowledge. I must, however, state that this rapid advance was possible because the leaders of the people, your predecessors in this Council, showed by their "moderation, breadth of outlook, sense of responsibility, unselfish devotion to public cause and their painstaking industry," that they fully justified the confidence that His Highness the Maharaja was pleased to place in them. We have now arrived at a stage when no laws affecting the general public can be brought on the Statute Book except with the assistance of the elected leaders of the people, when the entire administrative machinery is subject to their scrutiny in the Finance Committee and when matters affecting public interest can prominently be brought to the notice of Government by means of resolutions in this Council.

Educating the electors.

I must, however, ask you to realise the magnitude of the task that lies before you in educating your electors. The figures of the recent election for the Legislative Council, which were published in the Gazette some time ago tell their own tale. Of the total number of electors on the registers namely 21,953 only 5,694 or about 26 per cent, took part in the elections in spite of the fact that the pollings took place in all the taluk headquarters of the districts to suit their convenience. It is thus abundantly clear that nearly three-fourths of the electors—men, as we know, of shrewd common sense and of substance—failed to appreciate and exercise the rights so graciously conferred on them by His Highness the Maharaja. I sincerely hope that you will see to it that they give a more satisfactory account of themselves when the next election comes off.

Food situation.

I should like to say a word about the food situation in the State at present. The yield of the last harvest is reported to have been very good and it is believed that there are large stocks of the staple food grains in the country but unfortunately they are held up either by the raiyat or the merchant in the hope of realising higher prices. Consequently the prices of food grains still continue to rule high. Government are considering what steps should be taken to prevent profiteering. The policy of fixing maximum and minimum prices has been tried and given up as it was found unworkable. Increasing production seems to me to be the only possible solution for these high prices and until we tackle this important question more seriously the present unsatisfactory state of things must, I fear, continue. It has been found necessary to continue food control until such time as things go back to their normal condition. To afford some measure of relief however, we have decided to continue with the kind co-operation of the Government of India, our imports of rice from Burma, from where we are importing between 7 and 8 lakhs of rupees worth of rice every month. The Food Controller was recently deputed to Rangoon where

he was able to buy rice from millers at very satisfactory prices, permitting of its sale at about Rs. 20 per palla in Bangalore. And it is just possible that the import of foreign rice by Government coupled with the necessity on the part of the raiyat to realise cash to make payments of revenue, may bring down somewhat the prices of local food-grains; but this easing of the situation will obviously be of a temporary nature.

Income Tax.

I should like to commend for your serious attention and consideration a measure of considerable importance on to-day's agenda, namely, the levy of income-tax. In the discussion of this bill at this time last year in this Council, although it seemed to have been admitted that the equities of taxation demanded the levy of this tax, the necessity to resort to it for the requirements of Government might not have been so apparently urgent. But the necessity of increasing our resources in all possible ways has become so overwhelmingly great now, as will be made clear to you presently by the Financial Secretary, that even with the levy of income tax and of the education cess, the financial position of Government to-day compares rather unfavourably with what it was this time last year. Our needs for more funds are increasing daily. To give just an instance, the rise in prices of the necessities of life calls for an immediate revision of the salaries of low-paid menials and subordinate officials which cannot be put off much longer. Similarly, if we were to push on the measures advocated in the Educational Memorandum, we cannot but think of levying the education cess earmarking the amount realised under this head for educational purposes only. The time now is not one for arguments of an academical interest on the equities or inequities of the income-tax or the education cess but one that urgently calls for a willing and ready acceptance of the burden in the cause of the good administration and progress of the State in which every subject of His Highness is interested. You will not misunderstand me when I say that the attitude of this Council in connection with these measures will be a real test of the capacity of our people to realise their sense of responsible association in public administration.

Tribute to Mysore Troops.

You will be glad to hear that since we last met in this Council, our gallant Imperial Service Troops and the Transport Corps have returned home with great laurels. The citizens of Bangalore have honoured themselves in honouring our war-worn soldiers whose excellent deeds, their British Commanders have repeatedly acknowledged in unstinted terms of praise. They had the honour of being inspected by His Highness the Maharaja at a special parade held for the purpose on the day after their arrival here.

Educational reforms.

You will also be glad to hear that the Educational Memorandum

is under the active consideration of Government and it is hoped that orders on the whole scheme of educational policy which has been before the public for the past nine months, will be passed without very much further delay. But as I reminded you before, it is mainly a question of funds and it lies entirely in your hands either to make it or mar it.

Conclusion.

With your permission I wish to conclude my remarks by briefly indicating what I conceive should be the spirit in which the work before us has to be approached. The Literary Supplement of the London Times opened the New Year with an article headed "An Aristocracy of Service" which attracted at the time some notice in the Indian papers as being not only relevant to the conditions in England but fully applicable to the present situation in India as well. Everywhere in the world there is a gathering re-action of human wills against material hindrances, against what are conceived as unjust prerogatives of the superior classes resulting in the advent of parties, whose sole principle of cohesion is a negative and therefore impermanent one, namely the neglect of their interests which a more enlightened patriotism would have striven hard to promote. The writer points out that such parties cannot do much good, as political aims cannot be served by division into non-political factions.

I think the moral of the situation is plain. Forms of democratic organisation are being created in India and have been copied here as elsewhere; but before the forms can really achieve their ends they must be infused with the spirit which is appropriate to them. The special need of the day is, as the writer of the article observes, "leaders for the people, leaders who will understand that acceptable leadership implies, and now more than ever implies, willingness to serve." If we are to be led aright in the future, it is necessary that the leaders should not be different from those who lead us now. We must have "men of rank, men of culture, men of the world to captain us," but only their leadership must be differently conceived and applied. To sum up, the writer says, "for our country's sake, the privileged must put their privileges aside, the wealthy must become poor in spirit, and, that they may lead the people, must become as brothers among them."

MYSORE FORESTS.

Some untapped resources of the Mysore Forests.

A NOTE BY MR. H. S. NARAYANA ROW.

A country possesses very valuable property in its forests. They supply not only produce which is extremely necessary to man but also indirectly influence the climate, water-supply and the scenic effects of the locality in which they are found. It is with the direct uses of forests that this article deals with.

The produce obtained differs in kind, quantity and quality. It may be timber, firewood, bamboos, sandalwood and minor forest produce, like tan barks, gallnut, lac, oil seeds, etc. The quantity depends on the area of the forests, the density of the growing stock and the intensity of exploitation, while the quantity of produce depends on the species and the way it has been tended.

The area of the Mysore forests is 3,200 square miles, *i.e.*, about 11 per cent of the area of the State. This compares very favourably with those of Bombay and Madras which have about 10 and $13\frac{1}{2}$ per cent respectively. The United Provinces and the Punjab have each about 7 per cent while Burma has a forest area of about 64 per cent. The net money yield from the Mysore, Bombay and Madras forests are respectively $3\frac{1}{2}$ an as, 6 annas and 3 annas per acre of forest area. The United Provinces get a net return of $9\frac{1}{2}$ annas per acre, while Burma with its vast forest area boasts of a money yield of about one anna per acre. The net return in the case of some of the European forests is exceptionally high, being as much as Rs. 25 per acre.

The conditions in the European forests are exceptional. The growing stock consists usually of not more than half a dozen species. All these find a ready and profitable sale including in some cases even root wood. There is a well-laid out system of communications in the shape of bridle paths, dragging roads, cart roads, and tram lines, forming a net work in the forests while the Railways are within easy reach of most of the valuable forests. Labour is well organised, trained and efficient, the supply being adequate.

With regard to Indian forests, Burma has hundreds of square miles of undeveloped forests. United Provinces are better, they have more or less pure sal forests in the plains and the coniferous forests in the hills. The forests form the chief source of supply to the densely populated Gangetic plain. The net return will be much more when the Himalayan forests are worked to the limit of their yield capacity.

It was stated that the net yield from the Mysore forests is only $3\frac{1}{4}$ annas per acre including the revenue from sandalwood. It must

be admitted here that there is an error in calculating the net return as the area from which the sandalwood is collected cannot with any degree of accuracy be determined, while the State Forest areas from which most of the timber is obtained are known. A similar error cannot also be avoided with regard to tan-barks. Any way, the net return from the Mysore forests is very low and it will be seen that it is capable of considerable improvement.

The low return may be due either to the low yield capacity or to the fact that these forests are not worked to the limit of their yield capacity for some cause or other. It cannot be said that the yield capacity of our forests is very low, on the contrary in the State Forests which are mixed woods, the soil is much better utilised by the variety of forest trees that grow. While the European forests contain only a few species all or nearly all of them being marketable, local forests have scores of species of which only a few are at present brought to the market and sold. Further, there are over 300 square miles of forests in the State from which hardly any timber is at present brought. What is the reason for this condition of affairs? There seems to be a great distaste for getting away from traditional methods. Some woods are being brought and sold in local depots from time immemorial and no serious, consistent and continuous attempts are made to make other woods popular. The exploitation of the ghat forests, nearly 300 square miles of area and containing lakhs of cubic feet of timber have not received the attention they deserve. No authoritative collection of timber and other specimens exists and it is largely a matter of conjecture which species constitute the flora of our ghat forests. In these forests there are not only woods which are suited for different kinds of construction work but also ornamental and also woods for railway sleepers, packing cases, pencils, matches, panelling, railway carriage construction, etc. An exhaustive study of the various uses to which the large quantity of timber and the most successful ways of seasoning it must be made and the quantity of each species must be ascertained together with the cost at which timber can be delivered at any convenient centre.

Even now, woods, like Nagasampige (*Mesuaferrea*), Dhuma (*Dipterocarpus indicus*) and Surahonne (*Calophyllum tomentosum*) forming about 50 per cent of the growing stock in the ghat forests are in considerable demand in Malabar. The cheap water-transport facilities and the sea-borne export trade characteristic of Malabar are absent in Mysore, but it should be noted that in recent years that every straight and sound log that can be brought to the depots has been profitably sold. There is of course considerable difficulty in transporting timber of large dimensions from forests like Agumbe to the timber depots. When large timber cannot be brought in the round, it must be converted into saleable scantling sizes by locally erected saw mills and sent to the market. For example, take Balige timber, it is said to be an excellent sleeper wood. It can also be used in all cases where weight is not a disadvantage. Lakhs of cubic feet of this wood are annually available. It is extremely hard to prevail upon hand-sawyers to saw the wood, while a machine saw can tackle it with ease.

There is another difficulty, *viz.*, that of communications. Hand in hand with the investigations indicated above, suitable roads with easy gradients must be projected and constructed, for good roads wherever they can be made at reasonable cost are always preferable for the transport of forest produce to other kinds of communications. A comprehensive plan of the different kinds of roads required must be made by a Forest Engineer in consultation with local Forest Officers and really good roads constructed under expert responsible supervision. Once they are made, they need constant looking after.

Mechanical means of transport, like forest tramways, to deal only with timber traffic may become necessary in exceptional cases, for the tramways pay only when they are worked to their fullest capacity and only in exceptional cases can the tramways be worked to their fullest capacity when employed to carry forest produce only. The extension of the State Railways and tramways in the Kadur and Shimoga Districts will be affording facilities for the exploitation of a great many of our untapped forests and the opening of the Bhatkal Harbour will give us an outlet on the West Coast and make direct sea-borne export trade in timber possible. It is to be noted that the sylvicultural requirements of the trees in the Ghat Forests are yet to be studied. This should be taken in hand immediately, for the important work of regeneration must be attended to side by side with exploitation to ensure a steady, continuous annual periodical yield and to prevent possible climatic changes and sudden variation of flood levels in rivers which drain these tracts of heavy monsoons.

Taking the forests which are nearer the markets, there is plenty of room for improvement both as regards the kind and quantity of produce extracted and the way in which the high grade yield capacity of the forest soil is utilised. The large quantity of bamboo that is at present going to waste is awaiting utilisation. An officer of high standing was on the work of investigation of the Bamboo-pulp industry for some considerable time assisted by a fairly large staff. The quantity of bamboos available for the purpose in Shimoga and Kadur has been estimated. There may be room for another pulp factory in the Mysore District. Until a factory is started to manufacture pulp and paper, this large quantity of potential wealth in the various parts of the State remains unexploited.

It is within the experience of practically everybody that firewood has gone up enormously in price. The high price is no doubt to some extent in accordance with the general rise in prices of the various necessities of life, but it is also due to a considerable extent to the supply from private holdings and from the forests in close vicinity of the markets being more or less exhausted. As far back as 1914, the firewood possibilities from the Bangalore forests were investigated having in view the supply of charcoal to Cauvery Reservoir Works. A yield of about 20,000 tons per year was estimated. This together with the large yield of firewood in Mysore, Shimoga and other parts of the Mysore State remains unutilised. Only recently have arrangements been made for the supply of about 80,000 tons of firewood from some of the Shimoga and Kadur forests for the Benkipur Iron

Works. It is not suggested that all the firewood that our fuel and timber forests are capable of yielding can be profitably disposed of at present but a lot more than is being exploited can be exploited with advantage to the forests and the revenues of the State. Our means of communication and transport are not certainly the best. The transport charges swallow a great deal of what would otherwise have been the net return.

Regarding the utilisation of the yield capacity of the forest soil, it must be seen that the best kind of wood that can be raised is raised. Teak is one of the best timber trees in the world and it is essential that crops of teak are raised in all areas suitable to that species. There are about 10 square miles of teak plantations round about Nilambur and how very valuable they are is very well known to everybody interested in forest produce. The very favourable conditions of soil and rainfall existing in South Malabar do not exist in the State. But there are very successful plantations in the State showing that in parts of the State Teak plantations can be raised with great profit in localities most suitable to Teak. It is possible that thinnings which have been postponed for want of demand of the yield therefrom can be conducted with considerable profit if the Electrical Department and the Telegraph Department can be persuaded to use Teak poles in place of iron ones wherever it can be done.

Some people are of opinion that it would be profitable to introduce exotic forest trees like Mohagany, Pencil cedar, etc. This is not practical forestry. The State possesses a flora rich in its variety of timber and other valuable trees. It seems sufficient to learn to grow them in the most advantageous manner instead of trying experiments with foreign trees growing under entirely different conditions. About half a century ago, it was the fashion to introduce American timber trees to form forest crops in Europe. These grew alright for a time in no way disappointing the people that introduced them. Later on, it was found that the crops did not either put on the expected large increment or were attacked wholesale by fungoid and other diseases unknown in their native habit. The same mistake need not be committed twice.

Sandalwood which brings the bulk of the forest revenue grows as stated elsewhere mostly in tracts outside the State Forests. "These areas outside the State Forests are burnt intentionally or accidentally year after year. The sandal tree is so sensitive to fire that not a few including saplings and seedlings succumb to it. Grazing, unlimited and unregulated, has been going on side by side with sowings." This was written in October 1917 in a paper read before the First General Meeting of the Mysore Forest Association. I do not think there has been any change since to modify the above observations. The sandal 'Spike' disease shows no decline. It is easy therefore to see that we are not getting as much out of sandalwood as we could if our protective measures were better and the spike disease successfully combated.

The Bamboo-pulp industry has already been referred to. There is room for the development of lac industry, Cinnamon and Rosha

Oil industries and an industry for the use of the large quantity of cane available in the forests. It may be found profitable later on when cheap and quicker transport is organised to start pencil and match industries.

In our eagerness to subject our natural forests to intensive exploitation, their regeneration must not be lost sight of. It is no doubt the duty of the Forest Department to exploit the forest property entrusted to its care to the greatest advantage. It is much more its duty to see that the exploited areas are replaced by equally if not, by more valuable crops and tended so that they may yield in their turn much more valuable produce.

SAGUVALI KATTES.

Their maintenance and construction.

A NOTE BY MR. S. A. RAMASWAMI IYER.

Definition.—Saguvali Kattes are mere bunds intended to intercept and retain surface drainage for the benefit of dry cultivation and not to serve as irrigation works under which wet crops can or are intended to be raised.

2. *Difference between tanks and Saguvali Kattes.*---The essence of difference between a tank and a Saguvali katte is that in the former water is stored for the irrigation of land below, whereas in the latter water is merely retained for a limited time to soak the bed and for the benefit of the bed itself. In a tank the object is to store the maximum quantity of water possible; but in a Saguvali katte the ideal is reached by stagnating the water for just the necessary time till moisture for maturing a crop is absorbed. This is the limit of economic advantage. Further absorption is a loss in more ways than one; it would be detrimental to the dry crop to be grown and would be wasted by evaporation after the crop is harvested instead of being available for maturing a wet crop under a tank below.

3. *Present conditions.*—The benefit of Saguvali kattes in dry districts like Chitaldrug cannot be exaggerated and in an exceptional season dry crops can thrive only with their help. It is the avowed policy of the Government to encourage by every possible means the construction of as many Saguvali kattes as possible.

4. *Necessity of Saguvali Kattes and their economic advantage.*—In Mysore, owing to the configuration of the country and the existence of numerous tanks large and small, every land lies in the catchment of some tank or other. There are very few perennial streams, feeding tanks; most tanks fill from the surface overflow of the gathering grounds.

Under the existing law it is impossible to prevent, and it would be undesirable even if it were possible, the construction of field embankments to prevent erosion and to collect surface water for absorption into the soil. But at present these kattes are so built that they more often act as storage reservoirs and cut off the supply of water to the tanks below. On the lower parts of valleys these assume large dimensions and form the subject of complaint as diminishing the supply of tanks lower down. We can neither prevent all kattes nor can we calmly see all tanks ruined. What is required is, some sort of rule to regulate the construction of these kattes, so that they may not detrimentally affect the tanks below.

5. The main object of constructing Saguvali kattes is to store some quantity of water in the field for a short time so that the soil might absorb and retain some moisture. This storage of water is not required beyond a day or two and any long storage is detrimental to the crop. Suitable arrangement should therefore be made to drain off the storage into the water courses as soon as the necessary amount of moisture has been absorbed by the soil.

6. *Defects in existing Kattes.*—The defects in the existing Saguvali kattes are :—

- (i) The earthen bund is built disproportionately high impounding a large volume of water.
- (ii) Either no waste weir is built or if one is built, it is not of sufficient length to take off the surplus quickly. The weir is often located at the highest point along the bund line so that an unnecessarily large storage is impounded in the katte.
- (iii) The area of the vent provided for the sluice is so small that it takes more than a week to drain off the storage in the katte. The result of this is, the vent not being large enough to empty the katte quickly, a couple of heavy showers means that the bund is overtopped and breached. As a remedy, the owners increase the height of bund, leaving the vent as before and instead of providing a larger and quicker escape, they merely increase the storage capacity.

7. *What is required.*—The water stagnated in small pools is both absorbed and evaporated, the loss by evaporation is disproportionately high in Saguvali kattes and is justified only for the period for gaining the economic advantage referred to in para 2. When a Saguvali katte stores water after that limit is reached, the water is lost in two ways by excessive absorption and subsequent wastage by evaporation and by direct evaporation during the period of excessive absorption.

The problem now is :—

- (i) To fix the minimum period for the absorption of the maximum moisture of economic advantage.
- (ii) The number of heavy showers available in the average, in the crop season, in the tracts concerned for securing absorption.
- (iii) The capacity of the katte or the depth of water to be provided for as the basis of the above factors for standard areas.

In practice it is found that a period of about 24 hours would meet most requirements. About 5 to 6 replenishments are possible during the crop season of May to November. *Vide Rainfall Tables.*

Average monthly rainfall at each taluk head quarters for 43 years
from 1870 to 1912.

District	Name of Taluk	May	June	July	Aug.	Sep.	Oct.
Kolar ...	Kolar ...	3.12	2.73	2.68	5.95	5.11	5.00
	Bowringpet ...	3.18	2.21	2.24	4.24	5.12	6.12
	Chintamani ...	2.77	2.30	2.72	3.23	4.50	5.84
	Mulbagal ...	3.05	2.61	2.77	4.59	5.11	5.34
	Sidlagatta ...	3.21	2.60	3.08	3.81	5.45	5.55
	Chikballapur ...	3.26	2.95	3.80	4.65	6.24	5.61
	Goribidnur ...	2.82	2.19	2.65	3.84	6.70	4.83
	Malur ...	3.92	2.05	2.80	4.20	6.10	5.25
	Sreenivasapur ...	3.02	2.25	2.93	4.02	5.73	4.91
Tumkur ...	Gudibanda ...	2.87	3.13	4.14	4.39	6.15	5.02
	Tumkur ...	3.94	3.64	4.52	5.35	7.54	6.70
	Maddagiri ...	2.45	2.41	2.39	3.04	4.67	4.58
	Chiknayakanhalli ...	3.81	2.55	2.25	2.69	4.57	5.28
	Sira ...	2.67	2.32	2.59	2.40	5.08	4.08
	Gubbi ...	3.35	2.73	3.68	4.37	6.14	5.50
	Tiptur ...	3.71	1.58	1.94	2.71	4.89	6.44
	Pavagada ...	2.06	2.20	1.58	2.40	4.12	3.79
	Kunigal ...	3.70	2.55	3.19	4.25	7.01	6.19
Chitaldrug	Koratagere ...	2.63	2.51	2.46	2.93	4.87	4.85
	Turuvekere ...	3.69	2.56	1.85	2.27	4.95	6.08
	Chitaldrug ...	3.09	3.19	3.24	5.25	4.19	4.75
	Challakere ...	2.79	1.43	1.34	1.85	4.01	2.64
	Hiriyur ...	2.89	1.89	1.60	1.58	3.68	3.67
	Holalkere ...	2.35	2.49	3.39	3.20	4.43	4.27
	Davangere ...	2.47	2.66	3.20	2.75	4.35	4.20
	Molakalmuru ...	2.20	2.33	1.79	2.50	5.83	4.65
	Jagalur ...	2.57	1.88	2.03	2.29	4.21	2.98
	Hosdurga ...	3.23	2.45	2.79	1.96	3.17	4.65
	Harihar ...	2.47	2.36	2.80	2.68	3.89	3.99

The disadvantages of the retention of more water for a longer period would be obvious from the table given below which may be taken as typical.

Table of absorption into soil.

				Depth of water consumed by absorption (including evaporation)	
				During the 24 hours	To the end of the day
				Feet	Feet
First day	...	...	...	1.36	1.36
Second day	...	...	...	1.15	2.49
Third day	...	...	...	1.07	3.56
Fourth day	...	...	...	1.02	4.58
Fifth day	...	...	...	0.98	5.56
Sixth day	...	...	...	0.90	6.45
Seventh day	...	...	...	0.80	7.26
Eighth day	...	...	...	0.77	8.03

Weir.—The height of the crest of the weir is the next factor for consideration. The height need not be more than $1\frac{1}{2}$ to 2 feet above the ground level, so that there may be an average depth of a foot of water. If the Saguvali katte gets silted up, which may be the case in about 10 or 15 years, the weir and if necessary, the bank may be raised so that an average depth of about 1 foot may be maintained.

This periodical raising will mean an increase in the area of land brought under temporary submersion and increase in the amount of water absorbed, and a consequent decrease in the quantity of water passed down. But this is incidental and unavoidable; and at least the same would happen if the owners tried to increase the number of kattes instead of improving the existing ones. The weir itself should be long enough to pass out the maximum rain water, even when the katte is full with a maximum head of say 1 foot. In determining waste weirs, due allowance should be made for the gathering ground above the particular field. The table below gives weir length suitable to different field areas.

Weir.

Area			Length	Remarks
Up to 10 acres	10 feet	Each acre wants 1 foot of weir with 1' spillage. (3" maximum rainfall.)
10 " 15	...	...	15 "
15 " 20	...	...	20 "
20 " 30	...	...	30 "
30 " 40	...	...	40 "
40 " 50	50 "	

9. *Sluice*.—Once the depth is fixed and the weir and bund levels required therefor settled, we have to devise means by which the water stored, but not absorbed within the minimum period is drained off. There are two ways of doing this:—

- (i) By having a sluice (as in a tank) which may be kept closed and opened after necessary period is over. This is however impracticable as in such a case the agency required for opening the sluice or even for supervising such operations at the prescribed time would be enormous.
- (ii) The better course therefore is to have an open sluice flush with the katte bed which will go on draining the water continuously during the period of absorption and which will ensure that at the end of the minimum period all the water would have been drained off. The subjoined table gives adequate dimensions for such sluices.

Sluice.

Area			Vent		Remarks
			No.	Dimensions	
Up to 10 acres	1	1' × 1'	1' × 1' may be kept as minimum. Each standard area of 3 acres wants $\frac{1}{3}$ square feet of sluice area.
10 " 15	...	...	1	18" × 1'
15 " 20	...	...	1	2' × 1'
20 " 30	...	...	2	18" × 1'
30 " 40	...	...	2	2' × 1'

10. *Locating weir and sluice*.—The sluice is best located at the

lowest point of the depression of the ground and the weir as close to it as possible along the line of the bund, wherever the ground permits. Very small kattes may have the sluice in the weir itself. These are the most economic and efficient locations for the sluice and weir. Considerable expense and annoyance will be saved if the above conditions are adhered to.

11. *Proposed Rules.*—In view of the above, the construction and maintenance of Saguvali kattes should be subjected to the following regulations :—

- (i) A proper darkhast to be submitted by the owner for each katte.
 - (ii) A permit specifying the height and length of weir, height of bund and dimensions of the sluice to be issued by competent authority (Amildar) without which no katte is to be built.
 - (iii) Some agency (Maramat) should inspect the katte after completion and record a certificate in the khetwar, that the conditions of the permit have been complied with.
 - (iv) It should be part of the phani inspection to verify the then condition of the Saguvali kattes and to rectify defects in the same manner as boundary marks.
 - (v) To complete the system and to have an authoritative record of all Saguvali kattes in existence, a regular stock taking of kattes should be ordered and all of them should be brought in the khatewar.
 - (vi) The standards prescribed under the new regulations should be applied to these kattes also and notices issued to the owners thereof to remodel them according to new standards within a year also.
-

PART I.—Orders of Government (Mysore.)

FINANCIAL.

Duty, Local and Malnad Allowances.**REVISED RULES.**

A Committee consisting of the Third Member of Council as Chairman, and the Chief and Financial Secretaries as Members with the Financial Under Secretary as Secretary was appointed to examine the cases of local allowances granted at present and submit recommendations for regulating their grant in the future.

The chief recommendations of the Committee are the following:—

(1) The practice of granting in addition to pay local allowances on account of (i) additional duty or arduousness of duty, (ii) expensiveness of duty and (iii) expensiveness or unhealthiness of locality may be continued.

(2) Allowances granted on account of additional duties or arduous nature of work may be termed "Duty Allowances," and treated differently from those granted on account of expensiveness or unhealthiness of duty or locality, which may be called "Local Allowances."

(3) Duty allowances may be treated as salary for the purpose of leave allowances as well as for calculating travelling allowances in accordance with the revised travelling allowance rules, but they need not be allowed to count for pension.

(4) Deputation allowances granted under Article 55, Mysore Service Regulations, may be similarly classified into Deputation (Duty) Allowances and Deputation (Local) Allowances.

(5) The local allowances now granted to gazetted officers and to others on pay exceeding Rs. 100 may be classified into Duty Allowances and Local Allowances and revised as proposed and that where the present allowances are proposed to be reduced, the reduction may be given effect to at the next change of incumbents, the allowances drawn by the present holders of appointments being undisturbed.

(6) The Amildars of Seringapatam and Yedatore may be granted a local allowance of Rs. 25 each like corresponding officers in semi-malnad taluks.

(7) All employees including menials of all departments on pay

not exceeding Rs. 100 per mensem, residing in special localities may be given uniform rates of local allowances as follows :—

- (i) The allowances granted at 20 per cent to those stationed at the Krishnarajasagara Works may be continued.
- (ii) In other localities the allowances may be granted on the undermentioned scale :—

(a) A higher rate of allowance for the more unhealthy tracts. <i>viz.</i> , Malnad taluks and specially expensive localities, <i>viz.</i> , Kolar Gold Fields area and Davan-gere Town.	For officials on pay not exceeding Rs. 50. 2 annas in the rupee subject to a minimum of Re. 1.	For officials on pay Rs. 51 to 100. 1½ anna in the rupee.
---	---	--

(b) A lower rate of allowance for the less unhealthy tracts, <i>viz.</i> , semi-Malnad tracts, Hiri-yur, Seringapatam and Yeda-tore Town.	1 anna in the rupee subject to a minimum of 8 annas.	9 pies in the rupee.
---	--	----------------------

Note.—For the purposes of determining the admissibility as well as the rates of allowance pay will include acting allowance, charge allowance and duty and deputation (duty) allowances.

The Committee's proposals in regard to the grant of local allowances on account of unhealthiness or expensiveness of locality to officials on pay not exceeding Rs. 100 are estimated to amount to about Rs. 33,000 per annum.

Government approve of the Committee's recommendations with a few modifications and are pleased to pass the following orders :—

The following definitions of the terms "Duty allowance," "Local allowance," "Deputation (duty) allowance," and "Deputation (local) allowance" will be introduced in the Mysore Service Regulations.

- (i) Duty allowance is an allowance given to an officer in addition to pay or salary in consideration of the specially arduous nature of his duties or of increased work or responsibility or for the discharge of duties which do not properly belong to his office and for which there is no sanctioned appointment.
- (ii) Local allowance is an allowance given to an officer, in addition to pay or salary in consideration of exceptional local circumstances such as the unhealthiness or expensiveness of the locality or duty.
- (iii) Deputation (duty) allowance is an allowance given in addition to pay or salary to an officer deputed on special temporary duty, when such duty involves a decided increase of work or responsibility in comparison with the duties of his regular appointment.

- (iv) Deputation (local) allowance is an allowance given, in addition to pay or salary to an officer deputed on special temporary duty in consideration of a change of station involved by the deputation.

Note.—1. When the deputation involves both increased work or responsibility and a change of station, the deputation allowance will be classed as deputation (duty) or deputation (local) allowance according as the former or the latter is the main consideration in fixing the allowance.

Note.—2. The extra emoluments drawn by an officer filling a temporary appointment which is not of like character to an existing appointment will be classed as a deputation (duty) allowance or as a deputation (local) allowance, according as they are granted for increased work or responsibility or for a change of station.

Deputation (duty) allowances and duty allowances are treated as salary for the purpose of calculating leave and travelling allowances but are not included in the term “emoluments” for calculating pensions.

The allowances to gazetted and other officers on pay exceeding

1. Assistant Professor, Engineering College Rs. 75, same as at present.
2. Assistant Surgeon, Krishnarajasagara Rs. 75 against Rs. 100 at present.
3. Special Magistrate, Kolar Gold Fields Rs. 150, same as at present.

Rs. 100 will be revised as recommended by the Committee with the modification, that the amount of allowances to the marginally noted officers will be as noted in the margin.

In cases in which reductions of the existing rates of allowances are now sanctioned, the new rates will be brought into effect on change of present incumbents.

As regards the subordinate gazetted officers of the General and Revenue Secretariat consisting of a fixed number of Under and Assistant Secretaries, those drawing Rs. 450 and above will in future be designated as Under Secretaries with a duty allowance of Rs. 75 and others as Assistant Secretaries with a similar allowance of Rs. 50. The present number of Under Secretaries should not be increased.

The existing permanent Under Secretaries on pay less than Rs. 450 will however continue to draw the higher rate of allowance so long as they are in the Secretariat as such.

In the case of officers who are in receipt of local allowances which are not referred to here such allowances will continue to be drawn in accordance with the order sanctioning them.

Government agree with the Committee that officials and menials of all departments (on pay not exceeding Rs. 100) stationed in Malnad and other special localities should be treated alike and given a uniform rate of allowances. The Committee's recommendations in their behalf involving an expenditure of Rs. 33,000 per annum will be given effect to as soon as funds are available, provision being made if possible in the next year's budget.

The special allowances granted in the reorganisation scheme to the Police staff in the Kolar Gold Fields area including Bowringpet and in the Davangere Town will continue unaffected but the local allowances sanctioned above cannot be drawn in addition to them.

The question of revising the malnad and semi-malnad tracts in the State is separately under consideration and pending further orders the present practice of treating certain areas as malnad or semi-malnad will continue.

G. O. No. Fl. 6723-72—S. & A. 160-19-1, dated 24th March 1920.

Grant of increments to officials.

PROVISION IN THE SERVICE REGULATIONS EXPLAINED.

The following rule will be introduced as an explanation to Article 80, Mysore Service Regulations. This rule will not have retrospective effect.

“When the authority passing orders to withhold an increment does not specify clearly for what period the officer is to be deprived of his increments, the deprivation should be held to cease on the expiry of the period during which the officer would have drawn the increment withheld. For example, if on the 1st July 1919 an officer already drawing a pay of Rs. 110 in a grade of Rs. 100—10—150 and in ordinary course entitled to an increment of Rs. 10 on the 1st July each year, is punished by a refusal of the next increment, to which he would otherwise have been entitled on that date, he will, in the absence of special orders to the contrary, be entitled on the 1st July 1920 to draw Rs. 130 and not Rs. 120 only.”

G. O. No. Fl. 8914-63—S. & A. 211-19-1, dated 12th June 1920.

The State Provident Fund Rules.

NOMINATION CLAUSES.

To bring Rule 9 relating to the Provident Fund Rules in conformity with the Provident Fund Regulation and to provide for cases of nomination being validly made in favour of persons other than the widow and the children of a subscriber, Government amend the existing Rule 9 (2) of the Provident Fund as follows:—

Rule 9. (2) In the event of an officer's death before retirement, or after retirement, but before the money has been handed over:—

(a) it will be divided between his widow or widows and children in accordance with any request that he may have submitted, in the prescribed form, which request must state the person to whom

sums intended for the benefit of minors are to be paid, or it will be handed to such trustees as the subscriber may appoint by will to administer, for the benefit of his widow or widows and children, the funds standing at his credit at the time of his death,

(b) failing such a request it will be divided in equal shares between his widow or widows and children, to the exclusion of adult sons and of married daughters whose husbands are alive, any sum due to a minor being paid to the minor's legal guardian to be used for the minor's benefit or, failing a legal guardian, to any person who, in the opinion of the officer whose duty it is to make payment, is entitled to receive it on the minor's behalf,

(c) failing a widow and children entitled to participate under (b) it will be distributed among other persons in accordance with any request submitted by the subscriber in the prescribed form, and

(d) if no such request has been submitted, it will be paid to the legal representative of the estate as determined by a Civil Court having competence to pass orders in this respect; provided that, if the sum remaining at the credit of the depositor does not exceed Rs. 1,000 it may be paid to such person or persons as the officer making the payment considers to be entitled thereto.

Note 1.—A husband may be permitted to make a special application for the exclusion of his wife from the benefits of the Fund, if she has been judicially separated from him. In the absence of such an application the widow should be treated like an ordinary widow and the sum at the credit of her husband should be divided in accordance with the provisions of Rule 9 (2) (b).

Note 2.—In all cases where a request is submitted under clause (c) above, the subscriber should be called upon to state whether he has a wife or children and if it happens that he has a wife (not separated) or children, a request under clause (c) should not be entertained.

Note 3.—Government will not be bound by, or recognise, any assignment or encumbrance executed or attempted to be created by any officer during his service, but will recognise to the extent shown in clause (2) (a) above any arrangement which a subscriber may make for the disposal by will of the funds standing at his credit.

G. O. No Fl. 9036-85—G. F. 154-19-6, dated 17th June 1920.

R E V E N U E.

Vani Vilasa Sagara Channels.

EXPANSION OF CULTIVATION IN THE CHANNEL AREA.

* With a view to afford greater facilities for the expansion of cultivation under the Vani Vilasa Sagara, the Government are pleased to order as follows :—

- (i) Irrigation from the canal water will be confined to the block lands and the lands referred to below—
- (ii) Only one-third of the plot in each holding in a block will be allowed to be put under perennial and wet crop.
- (iii) One-third of the area of each holding will be allowed to be cultivated with a cereal or food crop, every year.
- (iv) The perennial crops will be given water all the year round when such water can be made available. The rest of the area will be supplied with water during the monsoon season only. The supply will be intermittent during the monsoon season and continuous during the summer. The exact time table will be made out from time to time for each season in advance and given wide publicity.
- (v) When one-third of a holding is cultivated with a perennial crop, like sugarcane or standing garden, the occupant thereof may on application be permitted to cultivate an additional third with paddy or cocoanut on payment of an additional water rate of rupee one per acre.
- (vi) Special blocks may be formed for the cultivation of cocoanut outside the present blocks but under command of the canal. Such lands will be assessed on the following progressive scale :—

1st year	free.
2nd	„ $\frac{1}{4}$ water rate for block lands.
3rd	„ $\frac{1}{2}$ „ „
4th	„ $\frac{3}{4}$ „ „
5th	„ and thereafter full water rate.
- (vii) Lands under command of the canal but outside the blocks and not fit for high rated crops, for which there have been no darkhasts for 5 years may be granted at an upset price for planting of honge trees. Such lands will be charged a water rate of Rs. 2 per acre for 5 years (after which period honge plants do not require canal water) Full water rate will however be levied, if such lands are cultivated with other crops requiring water.

- (viii) Raiyats may be given permission to grow and own honge trees within the 10 feet margin beyond the tope of the bund on the lower side of the canal on conditions similar to those regarding the planting and maintenance of road-side avenue trees.
- (ix) The details of villagewar waste lands available for cultivation will be periodically published locally and outside the district.
- (x) Free grant of water will be allowed thrice in summer to areas solely planted with honge, the supply being restricted to one-sixth of the wet area in each holding.
- (xi) The concession allowed by Government Order No. R. 12087-91—L. R. 42-18-2, dated 22nd March 1919, for the rapid cultivation of food crops may be granted to all applicants including the Panchama and criminal classes the restriction as regards growing the whole area with food crop being removed.
- (xii) To prevent contamination of water, cultivation of wet crops above the channels will not be allowed.
- (xiii) The period of six years fixed for the working of the block system rules in Government Order No. 1608-12—9875-9, dated 5th December 1912, will be extended for a further period of six years.

G. O. No. R. 13853-7—L. R. 42-18-22, dated 18th June 1920.

FOREST.

Tupre and Muthuga leaves.

GRANT OF LICENSES FOR THEIR COLLECTION.

Government direct that the sale of the *Tupre* leaves as an item of minor forest produce be stopped and that the system of issuing licenses to individuals for the collection of the leaves be adopted tentatively for a period of two years with effect from 1st July 1920.

Government sanction also the levy a fee of half an anna per head load of *Muthaga* leaves removed from the State Forests.

G. O. No. R. 10940-50—Ft. 107-19-4, dated 19th March 1920.

Forest Department.

GOVERNMENT REVIEW ON THE ADMINISTRATION REPORT FOR 1918-19.

Area of State Forests and reserved lands.—During the year 17 blocks with an area of 56—79 square miles were notified as State Forests and an area of 541 acres was excluded. The total area of State Forests at the end of the year was thus 3,234 square miles as against 3,178·27 square miles in the year previous. Sixteen blocks covering an area of 88 square miles were settled during the year. There were 84 blocks of reserved lands with an area of 451 square miles pending settlement or final notification at the end of the year as against 96 blocks with an area of 521 square miles in the previous year.

As observed by the Conservator there are large tracts still remaining to be brought under forest conservancy and Government trust that the formulation of reservation proposals in respect of these tracts will receive continuous and unremitting attention at the hands of the department.

Village Forests.—Three blocks were constituted as village forests in the Belur Taluk during the year. Government have recently sanctioned the deputation of a Range Officer to work under the Revenue Commissioner for the development of village forests.

Demarcation.—New lines to a length of 131 miles in the Kadur and the Sagar Divisions and preliminary demarcation lines to a length of 200 miles were cut and repairs effected to a length of 3,921 miles of old lines at a cost of Rs. 8,785 during the year as against Rs. 11,222 in 1917-18.

Surveys.—The total area surveyed during the year was 225 square miles as against 223½ square miles in the year previous.

Working plans.—Working plans for an area of 296 square miles were sanctioned. Field work in respect of 12 blocks was completed. Six blocks were taken on hand for preliminary investigation during the year. With the completion of the plans for these blocks the area to be operated upon for the iron industry at Benkipur will have been provided with a regular working programme. In view of the large area of forests yet to be dealt with, the appointment of a third Working Plan Officer has been recently sanctioned.

Communications and buildings.—New roads and bridle paths to a length of 14½ miles were opened and existing roads to a length of 300 miles were repaired. The expenditure on the above works was Rs. 43,302 as against Rs. 29,231 in the year previous and a sum of Rs. 13,196 was spent on new building, and Rs. 5,573 on repairs to old ones. Four well works were undertaken and three completed during the year.

Protection.—There was an appreciable fall in the number of cases of forest offences reported, viz., 1,031 as against 1,186 in the previous year. About 90 per cent of the cases reported were of a trivial nature. The percentage of convictions in cases tried by Magistrates was 74·2 as against 71 in the year previous. Out of 1,039 compoundable cases, 1,004, were compromised under Section 59 of the Forest Regulation, 6 were struck off the file, leaving a balance of 30 at the close of the year.

Fire protection.—The Conservator of Forests reports that the measures taken for the protection of the forests from fires were attended with exceptionally good results.

Grazing.—The failure of both the monsoons, and the general scarcity of fodder necessitated the opening of a large area of State Forests for free grazing. Exclusive of the Amrut Mahal and other cattle which are entitled to free grazing or grazing at concessional rates under settlement decisions, the number of cattle that grazed on prepaid licenses or on lumpsum grazing fees was 3,54,593. The incidence of grazing fee per head of cattle grazed during the year comes to 3·2 annas. The subject of placing the grazing areas under the management of panchayets is under the consideration of Government.

Sandal spike.—The disease is reported to have spread over many new tracts in the Gundlupet and the Chamrajnagar Taluks and to have appeared in its worst form between Chatnahalli and Hampapur. In the course of the valuation survey of sandalwood it was found that the disease had totally disappeared in the localities where its ravages were very marked in 1902 and 1903. The Conservator is requested to obtain and submit for the information of Government a report on the results of the investigation made by Dr. Coleman.

Cultural operations.—The area operated upon and the number of plants put out during the year were far less than in the preceding year. The adverse seasonal conditions were responsible for the low percentage of success. More than 3,500 plants were supplied to the

Amildars of various taluks for distribution to the raiyats for raising private topes and plantations in accordance with the orders of Government.

Exploitation.—The quantity of timber exploited and sold by the department was over 7 lakhs of cubic feet valued at Rs. 9,57,503 as against 6·5 lakhs cubic feet worth Rs. 6,58,996 in the year previous. The increase is chiefly due to greater quantity cut and the higher rates secured for them. The supply of fuel to the Bangalore City by the department was continued during the year, the quantity supplied being 5,910 tons. This greatly helped to keep down the price of fuel in the city.

Sandalwood.—Pending the preparation of working plans for the sandalwood trees, after completion of the valuation survey now in progress, the exploitation is now confined to overmature and dead trees and to ground-hidden roots. The quantity of rough wood collected was 2,025 tons as against 2,891 tons in the previous year and that actually taken delivery of by the Sandalwood Oil Factory was 1,049 tons valued at Rs. 18,98,620 as against the stipulated quantity of 1,500 tons. A forward bill for the balance of 451 tons of the value of Rs. 6,77,219 was sent to the Director under orders of Government. The total value realised from sandalwood during the year was Rs. 20,14,358 as against Rs. 24,82,241 in the year previous. The fall in the revenue is due to the smaller quantity taken up by the Sandalwood Oil Factory. The elaborate classification of sandalwood into 19 kinds adopted up to now for convenience at auction sales not being required for the purpose of supply to the Sandalwood Oil Factory which consumes the bulk of the quantity collected it was given up and a new classification dividing the wood into five classes only, was ordered during the year.

Minor forest produce.—There was a large increase in the value of minor forest produce sold during the year, *viz.*, Rs. 20,07,598 (exclusive of the figures relating to Kadur and Maddagiri Taluks) as against Rs. 3,55,720 in the previous year. The increase is mainly attributed to the high prices realised for tangadi bark owing to the removal of control.

Financial.—The total demand including the previous year's balance (Rs. 10,93,291) amounted to Rs. 65,14,715 as against Rs. 54,74,727, of which Rs. 40,29,848 were collected and Rs. 3,77,314 (including rebates of 2 $\frac{3}{4}$ lakhs allowed to tanning bark contractors on account of control of tanning materials) written off the accounts, leaving a balance of Rs. 21,07,553. Of the arrears about 16 lakhs relate to minor forest produce and are recoverable in instalments in the succeeding year. The greater portion of the arrear of about Rs. 2 lakhs under sandal is to be recovered from the Sandalwood Oil Factory as the wood is taken delivery of by them. The balance of Rs. 1 lakh under timber relates to timber sold at the end of the year and falls due during the current year.

Expenditure.—The expenditure on all heads exclusive of establishments during the year amounted to Rs. 6,37,574 as against Rs. 5,95,940, the increase being chiefly due to larger operations under Government agency.

General.—The revision of the controlling staff of the department with the addition of an Economist, an Engineer and a Chemist was ordered in Government Order No. R. 13270—Ft. 213-17-5, dated 16th April 1919. The increments of pay to the Deputy Conservators which were triennial were made biennial and the starting pay of Sub-Assistant Conservators raised from Rs.100 to Rs.150. The elephant establishment was revised with the addition of a veterinarian and a part of it was made permanent and the pay of the jamadars and the mahouts was improved. The District Forest Officers and their establishments were made independent of the Deputy Commissioners who, however, still continue to have control over the District Forests. A pamphlet in Kannada on the privileges and responsibilities of raiyats in forests was published during the year.

Forest school.—During the year 26 students forming the first batch successfully passed out of the school, 22 were promoted to 2nd year class and 29 were admitted to the course of 1919-21. The school is working satisfactorily.

Sandalwood valuation survey.—The temporary establishment under the two Sub-Assistant Conservators sanctioned in the previous year continued on the work of sandalwood valuation survey. An area of about 950 square miles was traversed and over 932,000 plants were enumerated during the year in the Hunsur Taluk, Mysore District, and the Shikarpur and the Channagiri Taluks of the Shimoga District. The preponderance of trees of younger age and advance growth in the area enumerated proves that the methods adopted till now for the extraction of the wood is in the absence of regular working plans, a safe one.

Saw mills and tractors.—The saw mills and the tractors are reported to have yielded a net profit of Rs. 3,527 and Rs. 4,089, respectively, during the year. The Conservator is requested to give in future reports fuller details regarding their working and the financial results thereof with the percentage of return on capital after deducting all charges. The working of these concerns should be placed on a commercial basis.

Timber supply to the Kolar Gold Fields.—Government note with satisfaction that the revised arrangements for the sale of timber to the Kolar Gold Fields have proved satisfactory.

Development of resources.—The Conservator's report does not disclose the action taken by the Forest and the Industries Departments in the matter of manufacture of paper pulp, and straw boards from bamboos, elephant grass, etc., to which reference was made in the last year's report and review.

About 35,000 cubic feet of jungle and rose wood were sold for about Rs. 21,000 for industrial purposes. The Conservator is requested to obtain and submit a report on the suitability for match making of the soft woods supplied to the Guzerath Islam Match Manufacturing Company of Ahmadabad.

G. O. No. R. 11501-6—Ft. 81-19-6, dated 1st April 1920.

JUDICIAL.

Statistics of Civil Courts.

GOVERNMENT REVIEW FOR 1918-19.

Number and jurisdiction of courts.—Fourteen Village Munsiffs' Courts were established during the year, the total number of such courts working at the end of the year being 183.

Original work.—The steady increase in the number of suits instituted noticed in last year's review, continued during the year under report, the total number of suits filed being 34,224 against 32,675 in the previous year and 30,584 in 1916-17. The increase during the year was, unlike in the previous year, larger in original than in small cause suits. The number of suits not exceeding Rs. 10 in value decreased by 199, probably as a result of the establishment of Village Munsiffs' Courts.

The disposals during the year kept pace with the institutions, 34,771 suits having been disposed of against 32,316 in the previous year and 30,306 in 1916-17. The number of ordinary suits disposed of showed an increase of 1,961, and the number of small causes an increase of 494. The number of original suits disposed of after contest rose from 5,019 to 5,904, showing an increase of 885 suits or 1·67 per cent. Out of 8,022 miscellaneous cases for disposal 5,711 cases were disposed of and 2,311 were pending. Government, however, notice with regret the steady increase in the average duration of contested suits, the figures being 481·45 days for the year under review against 399·38 in the previous year, and 335·71 in 1916-17. There has been a perceptible rise in the average duration and the Government fail to see how the disposal of a large number of old suits can afford adequate explanation for the steady rise that has been going on year after year. Government think that it is rather due to reluctance on the part of the Judges of the original courts to tackle difficult and complicated cases and to their eagerness to dispose of cases of a simple nature with a view to show better figures. Government trust that special steps will be taken by the Chief Court to check this tendency on the part of the subordinate judiciary and to reduce the average duration as far as possible.

Appeals.—Out of 1,116 appeals that came up for disposal in the District and Subordinate Courts during the year, including the previous year's arrears, 660 appeals were disposed of against 546 in the previous year. Here again the average duration shows a marked increase, the figures for the District Courts being 207·68 days against 162·02 in the previous year, and those for the Subordinate Courts being 213·97 days against 165·70 in the previous year. The explana-

tion offered, *viz.*, the disposal of old and long pending cases, is, as observed in the above paragraph not convincing.

Eighty-three miscellaneous appeals were disposed of by the District and Subordinate Judges leaving 32 pending at the end of the year.

The number of regular appeals filed in the Chief Court during the year was 322, of which 50 were transferred to the Court of the District Judge of the Bangalore Division and 272 were retained for disposal by the Chief Court. Including 159 appeals pending at the close of last year, the total number for disposal was 431, and of these 185 were disposed of as against 219 in the previous year, leaving a balance of 246 appeals pending at the end of the year under report. The number of second appeals disposed of by the Chief Court was 132 as against 119 in the previous year, whilst the number instituted during the year under report was 146. The first and second appeals pending at the end of the year were 246 and 111 respectively, against 159 and 97 in 1917-18. Though the general average duration showed a decrease as compared with the previous year, the average of 457·92 days for appeals of abnormal duration appears to be rather high.

The number of miscellaneous appeals filed in the Chief Court during the year under report was 57, of which 41 were disposed of, and the number of miscellaneous petitions filed was 124 of which 113 were disposed of.

G. O. No. G. 23183—Cts. 91-19-3, dated 8th April 1920.

Statistics of Criminal Courts.

GOVERNMENT REVIEW FOR 1918-19.

The total number of criminal cases reported to the Magistrates during the year was 21,812 against 21,551 in the previous year, showing an increase of 261. There was an increase of 768 cases under offences against the human body and a decrease of 40 cases under offences against property. There was a decrease of 431 cases under Special and Local Laws.

The number of persons brought to trial was 39,250 against 38,525 in the previous year. Of these, 6,895 or 17·56 per cent were convicted and 23,371 or 59·54 were acquitted or discharged, the percentage of convictions and acquittals or discharges in the previous year being 18·72 and 62·94 respectively.

The number of persons sentenced to short terms of imprisonment, *i.e.*, 15 days and under, was 489, whilst the number of persons dealt with under Section 562 of the Criminal Procedure Code was 30 as against 50 in the previous year. The Government agree with the Chief Court that the Magistrates have not made sufficient use of the provisions of this section. Government have repeatedly drawn the attention of the Magistrates to the wholesome provisions of this

section and they would like to impress upon them, once more the necessity and importance of enforcing them more largely than at present.

The same remarks also apply in respect of the extent to which the provisions of Section 250 of the Criminal Procedure Code have been put into operation. During the year only one person was dealt with under this section against 3 in the previous year. The number is very small when compared to the number of cases that have ended in discharge. Unless the Magistrates take more vigorous action under this section, there is no chance of suppressing or reducing the number of false and frivolous complaints.

The decrease in the number of persons ordered to give security for keeping peace or for good behaviour is likewise noticeable, the number of persons so dealt with being 40 against 60 and 57 in the two preceding years. Government agree with the Chief Court in their remark that the Police should have bestowed sufficient attention on this, the most important branch of their preventive duties.

The average duration of cases in the courts of Magistrates was 35·77 days against 21·91 days and that in Sessions Cases 43·23 against 31·24 days in 1917-18. No explanation has been furnished as regards the increase in duration in the courts of Magistrates but it must evidently be due to slackness of work in these courts which should be carefully looked into and checked by the District Magistrates. The Chief Court had 102 appeals for disposal and disposed of 80 appeals, leaving 22 pending at the close of the year. The average duration of appeals in the Chief Court rose from 33·78 in 1917-18 to 45·65 in the year under review. The explanation given for this increase is that there were seven murder and two other appeals which took on an average $7\frac{1}{2}$ months for disposal. Government think that in murder cases the average duration of $7\frac{1}{2}$ months is rather high.

It is unsatisfactory that the District Magistrates of Mysore and Hassan have made no mention in their reports of the state of the work relating to the sorting and destruction of records. Their attention is invited to the observations made on this subject in the previous review and they are requested to take necessary action to complete the work early and report the same to the Chief Court.

It is gratifying to record the increasing measure of assistance rendered by the Honorary Magistrates. They have in all disposed of 2,153 cases against 2,077 in the previous year.

G. O. No. G. 23173-81—Cts. 114-19-3, dated 8th April 1920.

Pleadership Examinations.**MINIMUM QUALIFICATION FOR ADMISSION.**

In para 3, (iii) of Government Order No. J. 1377-1426—Cts. 335-14-4, dated the 22nd October 1917, a pass in the examination at the end of the first year of the College course of the Mysore University or in the Intermediate Examination of the British Indian Universities was prescribed as the minimum qualification for admission to the Pleadership examination for a period of three years from the date of order. This qualification is now prescribed permanently.

G. O. No. G. 26670-730—Cts. 171-17-2, dated 27th May 1920.

MEDICAL.

Medical relief in the State.

GOVERNMENT ORDER ON THE COMMITTEE'S REPORT.

The report* of the Medical Relief Committee embodies the following among other recommendations:—

(a) Opening of 110 new dispensaries within the next five years to be manned chiefly by Sub-Assistant Surgeons.

(b) Posting of Sub-Assistant Surgeons in addition to Assistant Surgeons to certain important dispensaries.

(c) Development of district hospitals so as to bring them to an up to date standard.

(d) Construction of new and up to date buildings for the Lunatic Asylum.

(e) Extension of medical relief through Unani and Ayurvedic dispensaries if properly qualified Vaidyans can be turned out from the Ayurvedic College, Mysore.

(f) Providing each taluk headquarter with a female dispensary in charge of a Lady Sub-Assistant Surgeon and two midwives.

(g) Opening of a Maternity at each district headquarter with facilities for training dayees in midwifery.

(h) Construction of a building for the Maternity Hospital at Bangalore and provision therein of facilities for training dayees in midwifery.

(i) Starting a Medical Faculty in Bangalore in connection with the Mysore University and establishing a Medical College at an initial and recurring cost of Rs. 8,25,000 and Rs. 60,100 respectively.

(j) Fixing a programme of expenditure for the next five years as follows:—

	Rs.
First year	9,27,012
Second year	9,55,024
Third year	10,13,036
Fourth year	10,71,048
Fifth year	11,34,064

(k) Continuing the maintenance of district headquarter hospitals from State Funds.

(l) Apportionment in equal shares of the maintenance cost of dispensaries in rural areas between the State and the District Funds, the initial cost being met from State Funds.

(m) Raising the minimum pay of Sub-Assistant Surgeons to Rs. 50.

(n) Improvement of the pay and prospects of compounders.

Government approve of the recommendations *generally* with the following observations :—

(1) As regards the allocation of cost between Government and the local bodies, the initial and recurring charges shall be borne equally by Government and the local bodies concerned.

(2) The question of the development of Ayurvedic and Unani medical relief may be considered along with the proposals for the improvement of the Ayurvedic College.

(3) The improvement of the Shimoga District Hospital so as to convert it into a well-equipped and up to date institution capable of serving the whole of the malnad should claim the first attention in the five years' programme chalked out by the Medical Relief Committee.

(4) The recommendations of the committee will be given effect to as funds become available.

The thanks of Government are due to the members of the committee for the thorough manner in which they have dealt with the questions referred to them.

G.O. No. G. 26855-65—Med. 70-18-28, dated 31st May 1920.

SANITATION.

Malnad Improvement Committees.

SEPARATE ANNUAL CONFERENCE DISCONTINUED.

In modification of * Government Order dated 12th May 1918, directing that an annual conference of the malnad Improvement Committees be held preferably in malnad under the Presidency of a Member of Government, Government are pleased to observe that there is no need to hold a special annual conference of Malnad Improvement Committees but the same object may be gained by utilising the present annual District Conferences for the discussion of questions relating to Malnad Improvement.

G. O. No. G. 24346-9—*Sany.* 90-18-4, dated 29th April 1920.

Training of Vaccinators.

RULES.

1. The class for the training of Vaccinators will be held in the Vaccine Institute at Bangalore.

2. The Course of training will extend over a period of three months instead of two as heretofore.

3. There will be three sessions in a year for holding the class, the first from 1st July to 30th September, the second from 1st October to 31st December and the third from 1st April to 30th June.

4. Each session will consist of students not exceeding six in number.

5. The examinations will be held in the month immediately succeeding each session.

6. The District Boards will send the names of the candidates selected by them for training to the Sanitary Commissioner a fortnight before the opening of each session. It is open to the District Boards to send at their discretion either men who are already entertained in the service or private candidates and to award scholarships whenever they choose to do so.

G. O. No. G. 27150-9—*San.* 22-19-3, dated 9-6-20.

* *Vide* page 473 of Volume II, Number 4.

MILITARY.

Jail and Labour Corps.

GRANT OF LANDS TO PERSONS FOR WAR SERVICE.

The Mysore Soldiers' Board have resolved that a recommendation be made for the grant of lands to individuals who have rendered approved service during the war, to be held by them during continued good behaviour, the extent of land to be granted being the same as in the case of non-combatants.

The recommendation of the Board is approved.

G. O. No. G. 28509-18—Mily. 355-19-6, dated 30th June 1920.

EDUCATION.

Educational Institutions.

EDUCATION DEPARTMENT TO BE CONSULTED IN REGARD TO GRANTS-IN-AID.

Under the rules now in force bills for grants to educational institutions whether paid from State Funds or Municipal Funds have to be countersigned by officers of the Education Department. Instances have come to the notice of Government in which local bodies have enhanced their grants to State aided institutions without reference to the Education Department. The object of insisting upon the grant-in-aid bills being countersigned by the departmental officers even where the grant is made by a local body is to ensure that the institutions receiving grants-in-aid are maintained at the standard of efficiency required by departmental rules and that only a reasonable expenditure is incurred on establishments and other charges and that grants are not out of proportion to the reasonable requirements of the institution. Government therefore direct that in future whenever a local authority proposes to sanction grants to educational institutions aided by the Education Department or to enhance, reduce or withdraw grants already paid to such institutions the Education Department should invariably be consulted.

G. O. No. 8900-11—Edn. 385-19-2, dated 20th March 1920.

Women Teachers.

PROPOSALS FOR INCREASING THEIR SUPPLY.

With a view to increase the supply of women teachers in the Education Department, the Inspector-General of Education proposes :—

- (i) the reduction of the number of teachers to be selected for training to 2 in the Upper Secondary training class and 6 in the Lower Secondary training class of the Maharani's High School and to 6 in the Lower Secondary training class of the Zenana School ;
- (ii) the grant of full pay and a deputation allowance of Rs. 5 per mensem to the teachers selected for training ;
- (iii) increase of pay of substitutes appointed in place of teachers under training from Rs. 10 to Rs. 15 ;
- (iv) institution of 10 stipends of Rs. 12 each and 20 of Rs. 10

each for private candidates undergoing training in the Lower Secondary training and Upper Secondary training classes respectively in the Maharani's High School ;

- (v) increasing the number of stipends tenable in the Zenana Training School for private candidates to 10 and the value of each to Rs. 10 per mensem.

The proposals of the Inspector-General of Education which involve an extra cost of Rs. 404 per mensem or Rs. 4,848 per annum and provide for the training every year of 14 teachers and 40 private candidates, are approved.

G. O. No. 8930-1—Edn. 28-16-18, dated 22nd March 1920.

Books published by the Mysore University.

RULES FOR THE GRANT OF REWARDS TO AUTHORS.

Works to be published by any member of the Professorial or other teaching staff of the University, when they relate to subjects connected with the member's department in the University should contain a full acknowledgment of the extent of help (by Research Study, etc.) derived from the author's connection with the University.

2. If the author wishes to publish any work under the patronage or with the countenance of the University as an authorised publication the work should be submitted for approval, and the University Council will, after obtaining such expert opinion as may be considered desirable, enter into such terms as may be suitable in each case.

3. Patronage may be in the form of purchase of 250 copies of the publication or the grant of a bonus of Rs. 500 whichever is less.

4. In cases of works of exceptional merit, the University may, with the previous sanction of Government, acquire the right of publication for a fixed price or on terms of sharing the profits with the author.

5 The patronage of the University Council in regard to the production of books on prescribed subjects by advertisement for general competition shall be limited to the grant of prizes not exceeding Rs. 500.

6. No grant or other donation will be payable before the work is actually published or satisfactory arrangements for immediate publication have been made.

7. The grants under these rules may be made to any person whether in service or not, subject to any general rules for obtaining sanction issued by Government in the case of public servants.

G. O. No. 9212-3—Edn. 106-19-14, dated 30th March 1920.

Recognition of educational institutions.**RULES.**

Under Rule 3, Chapter III of Educational Rules, the recognition accorded to an educational institution lapses if the institution ceases to exist or is transferred to a different locality or different managing body, and for purposes of future recognition the institution is treated as a new institution. The Inspector-General of Education states that this principle should be applied also to institutions which cease working temporarily in order to ensure continuity of the courses which would suffer if the institutions are allowed to be closed or opened at the will of the authorities.

Government agree with the Inspector-General of Education and accordingly direct that when recognised institutions are closed for a period exceeding three months for any cause not considered satisfactory by the department their recognitions should be treated as having lapsed and the institutions should be treated as new institutions for purposes of future recognition.

G. O. No. 9286-7—Edn. 402-19-2, dated 1st April 1920.

Recognition of Secondary Schools.**RULES.**

(1) The recognition of Secondary schools (High and Anglo-Vernacular Schools) shall vest in the Inspector-General of Education who shall, before according recognition, satisfy himself as to the following besides the other matters specified in the rules mentioned hereunder.

- (a) Organisation and development of the school by approved methods and upon approved lines.
- (b) The educational needs of the locality.
- (c) The financial stability of the school.
- (d) The constitution of the Managing Body.
- (e) The scale of fees charged as compared with those charged in the Government Institutions of the same standard.

(2) Applications for recognition should be made in the prescribed form. Intending organisers or other persons interested in the recognition of a High School, should apply to the Inspector-General of Education at least six months prior to the date on which they wish to open the school, giving full details, *re* the financial condition, constitution of management, the locality in which the school is situated, condition of equipment and building accommodation available or proposed. In regard to the building proposed to be taken up or constructed the plan of the same should accompany the application.

In the case of an A.-V. School, the time limit will be four months

and not six months as mentioned above, all the other conditions remaining the same.

(3) Recognition will be subject to the following further conditions :—

- i. All the rules under Chapter III of the Mysore Educational Rules, Part I, should be strictly followed.
- ii. Registers prescribed by the department should be used.
- iii. The school should be properly equipped.
- iv. Duly qualified staff should be appointed in sufficient number. The Headmaster of a High School having a University Entrance Class should possess the B. A. (Hons.) or other equivalent or higher degree and that of an ordinary High School should be a trained graduate or a B.A., L.T. The Headmaster of an A.-V. School should be preferably a graduate or a trained Intermediate. All the other teachers should be properly qualified as laid down in Section I of Chapter II of the Mysore Educational Rules, Part I, so as to be able to handle satisfactorily the classes under their control.
- v. The levy of fees and the granting of free studentships should be in accordance with the rules in operation.
- vi. The management will undertake to abide not only by the rules current at the time of recognition but such subsequent rules as may be adopted in this behalf.

(4) Recognition, when granted, shall apply only to the classes or forms for which it is granted, the Managing Body to whom it is granted, and to the particular location of the institution at the time of recognition. No class or form shall be opened or continued in addition to those classes or forms which have been recognised. If any change is made without previous sanction of the Inspector-General of Education in either the management or location of the institution the recognition lapses.

(5) Recognition, when granted, shall take effect on a date which shall be stated in the order granting the recognition. In no case shall recognition be granted with retrospective effect.

(6) The approval granted to the opening of a new institution shall lapse unless the institution approved is started within a period, which shall be fixed in each case, when such approval is signified to the applicant.

(7) In the event of refusal by the head of the department to approve of the opening of a new institution or to grant recognition an appeal shall lie to Government, if preferred within sixty days from the date of receipt of the order refusing such approval.

(8) When a school or any of its classes has ceased to fulfil the conditions of recognition, the Inspector-General of Education shall withdraw the privilege of recognition from that school or class.

(9) A school or class, from which the privilege of recognition has been withdrawn, owing to its having ceased to fulfil the conditions shall not be restored to that privilege until it has been certified by the Circle Inspector of Education that the defects which led to the

withdrawal of recognition have been remedied and that in all other respects the school or class fulfils the prescribed conditions.

(10) Undue laxity in granting promotion will also, if it continues after due warning, be considered sufficient reason for the withdrawal of recognition from any of the classes of the school.

G. O. No. 9430-1—Edn. 161-19-12, dated 3rd April 1920.

Education of the Depressed Classes.

GOVERNMENT ORDER.

The depressed classes of the State were not provided with any special educational facilities on a large scale for a long time. The extension of education among these classes was left to the enterprise of the Missionary bodies. At the end of the year 1910-11 there were only 67 Government, 35 aided and 4 unaided schools for these classes and the total number under instruction in these schools was 2,838 of whom 2,492 were boys and 346 girls. For the first time Government instituted in 1906-07, 8 scholarships of Rs. 2 each for the benefit of pupils of the Lambani and depressed classes. During the following quinquennium a number of schools were opened for the benefit of the depressed classes and a Boarding school was established in Mysore providing for general and industrial training with free boarding and lodging to a limited number of boys from all over the State. Government have since been following a policy of vigorous expansion of education of the Panchamas and have been affording facilities in that behalf by opening new schools and providing sufficient inducement to enable as many as possible to take to education.

The main lines on which the education of the depressed classes has been developed in recent years are :—

- (i) the opening of primary schools for their benefit in important centres of Panchama population,
- (ii) the establishment of a Central Panchama Institute with suitable boarding and residential arrangements in Mysore and similar institutions at Tumkur and Chikmagalur.
- (iii) grant of liberal scholarships, an allotment of Rs. 15,000 being ear-marked for scholarships to depressed classes,
- (iv) combination of industrial training with general education wherever possible,
- (v) throwing open all public schools for Panchamas,
- (vi) provision of a special allotment of Rs. 50,000 for Panchama education in addition to the grant of Rs. 23,000 for Panchama Boarding Institutions,
- (vii) the provision of Rs. 5,000 for supplying books, slates, etc., in deserving cases,
- (viii) Exemption of all depressed class students from payment of admission and class fees as a tentative measure for three years,

- (ix) increased grants to schools attended by depressed classes. The grant-in-aid rules provide for the increase of grant for each teacher and pupil by not more than 50 per cent in any defined localities in favour of any school attended by a large majority of pupils drawn from depressed classes.

These measures have so far been fairly successful as the following figures will show. The number of Panchama schools of the elementary grade in 1918-19 were 602 and the number of Panchama high and middle schools 3 in 1918-19. The number of pupils under instruction was 15,331 in that year. The total population of depressed classes in the State according to the Census of 1911 is 11,35,686.

On careful consideration Government are of opinion that the progress of Panchama education would be considerably retarded and the facilities for their admission to all public schools cannot also be largely availed of, if the system of rural Panchama schools training pupils for admission to all A.-V. Schools is not vigorously pursued. So far as middle and higher grades of education are concerned Government do not consider it necessary to multiply the number of separate schools for the community as under the recent orders Panchamas are eligible for admission to all schools maintained from public funds and as further it is desirable that they should pursue their studies side by side with the higher classes of the Hindu community and derive the benefit of intermingling with other communities and avoid the evils of exclusion from them. Government consider it necessary therefore that in all important centres of Panchama population suitable facilities should be provided for the primary education of Panchama boys and especially in view of the peculiar apathy of the class in the matter of education it is desirable that for some time to come education should be carried to their very doors by opening schools in all important Panchama centres. They consider that greater activity is necessary in increasing the rural Panchama schools and that village schools should be started wherever a minimum attendance of 20 can be secured. They further consider that rather than multiply immediately residential institutions, the existing institutions may be developed more fully so as to facilitate the training of a larger number of pupils and utilised largely for providing teachers for Panchama schools in rural areas. The maximum number of boarders at present sanctioned for the 3 boarding institutions is 200, 40 and 12 for the Mysore, Tumkur and Chikmagalur boarding schools respectively. The Inspector-General of Education is requested to submit proposals for increasing the number of rural Panchama schools and for developing the existing Central Boarding Institutions on the foregoing lines to the fullest extent before recommending the opening of new schools of a residential type.

G. O. No. 9550-1—Edn. 75-18-29, dated 7th April 1920.

Text-book Committee.

RULES FOR ITS WORKING.

I. The Text-book Committee shall consist of a President, a Vice-President, and a Secretary, with such number of other members not exceeding 45 as may be appointed by the Government from time to time.

The term of the Committee shall be three years at a time.

II. The Inspector-General of Education in Mysore, the Deputy Inspector-General of Education, and the Library Organiser shall respectively be the *ex-officio* President, Vice-President and Secretary of the Text-book Committee.

III. The functions of the Text-book Committee are:—

(1) To recommend suitable text-books for all Lower Secondary and Primary Schools of Mysore.

(2) To indicate how far the existing text-books require revision.

(3) To lay down the lines on which new text-books should be written.

(4) To correct the text and prepare expurgated editions of Kannada and Sanskrit books for the use of the schools and for candidates for Local Examination.

(5) To suggest the text-books for the Local Examinations both in language and other subjects.

(6) To select and recommend books for prizes and libraries.

(7) To review books offered by authors for patronage.

IV. The Text-book Committee will usually conduct its business through the following ten Subject Sub-Committees each of which shall deal with its particular branch of work:—

1. English Sub-Committee.
2. Sanskrit Sub-Committee.
3. Tamil and Telugu Sub-Committee.
4. Mathematics Sub-Committee.
5. History and Geography Sub-Committee.
6. Kannada Sub-Committee.
7. Hindustani, Persian and Arabic Sub-Committee.
8. Science Sub-Committee.
9. Methods of Teaching Sub-Committee.
10. Religious, Moral and Civic Education Sub Committee.

V. The Chairman of the different Sub-Committees shall be appointed at the first meeting of the term of the Text-book Committee or in the case of *interim* vacancies, by the President of the Text-book Committee, whenever such *interim* vacancies occur.

VI. The President shall have the power to form Special Committees whenever necessary, and these may include persons who are not members of the Text-book Committee.

VII. The number of the members on each Standing Sub-Committee or Special Committee shall be fixed by the President according to necessity.

VIII. The quorum for the Text-book Committee shall be 10, and for Sub-Committees, one-third the number of members on each, provided that the quorum shall never be less than 3, and that any fraction exceeding half left after dividing the total number of members on any particular Sub-Committee is regarded as one.

IX. Ordinary meetings of the Text-book Committee shall be held at least once a year in the month of September and at such other times that the President may order to be convened or on the written requisition of not less than one-third the number of the members of the Text-book Committee and such requisitions shall state the nature of the business to be transacted. At the special meetings of the Text-book Committee convened on the written requisition of not less than one-third the number of members of the Text-book Committee, only the business of which due notice may have been given shall be transacted.

X. All meetings of the Sub-Committees shall be convened by the Secretary according to the exigencies of business and in consultation with the Chairmen concerned.

XI. All questions to be discussed at a meeting of the Text-book Committee or of any of the Sub-Committee shall be decided by a majority of votes. On a call by any member present at a meeting, supported by the majority of the members present at the meeting voting on any proposition shall be taken by ballot, in all other cases voting shall be by show of hands.

XII. Notice of a meeting of the Text-book Committee with the preliminary agenda shall be given to the members at least twenty-five clear days before the meeting is called for. Any member wishing to move subjects for discussion shall give notice of such motions at least fifteen clear days before the date of such meeting. Final agenda will be issued seven clear days before the meeting is held.

Notice of Sub-Committee meetings shall be sent to the members thereof at least three clear days before the date of such meetings.

XIII. The Chairman of each Sub-Committee shall obtain the opinion of at least two members of that Sub-Committee on any book referred to it by the Text-book Committee and forward the opinions with his own to the Secretary within two months after the date on which the book is received by him.

XIV. No book sent for review shall be kept by any Sub-Committee for more than two months and by any individual for more than a fortnight.

XV. It shall be the duty of the Secretary, (a) to give notice of the meetings of the Text-book Committee and of the Sub-Committees as provided for in Rule XIII, (b) to circulate along with the notice of the annual meeting printed copies of the reports of the Text-book Committee and of its Sub-Committees and the proceedings of the Special Committees, (c) to attend the meetings, (d) and keep record of the proceedings. If he is unavoidably absent, a record of the proceedings shall be kept by the Chairman of the meeting.

XVI. No member having any financial interest in the discussion of any particular subject shall be present during such discussion but

he shall have the right of submitting beforehand, a full written statement of his views regarding the subject to be discussed which shall be taken into consideration.

XVI. The annual report of the Text-book Committee shall embody an account of the work of each Sub-Committee, give lists of books reviewed by each Sub-Committee, with brief abstract of reviews on the important books and state how the question of patronage to each of the books reviewed has been disposed of.

G. O. No. 9777—Edn. 115-19-13, dated 13th April 1920.

Report on Public Instruction.

GOVERNMENT REVIEW FOR 1918-19.

The policy of vigorous expansion of education inaugurated since the year 1913, having led to the introduction of a large number of schemes, further developments were greatly restricted during the year with a view to examine thoroughly the working of the various schemes in operation and to consolidate the work already commenced. The figures for the year thus indicate some decline of progress in many respects but this was counterbalanced by the measures adopted to improve the working of the schemes already introduced and to raise the efficiency of the educational system in the State as a whole.

The following statement gives the most important features relating to the progress of education in the primary and high school grades during the year 1918-19 as compared with the previous year:—

	1917-18	1918-19	Difference	
1 Number of institutions ...	9,633	10,500	plus	867
2 Strength ...	3,38,872	3,22,742	minus	16,130
3 Percentage of boys at school to male population of school going age.	68·00	65·7	„	2·3
4 Percentage of girls at school to female population of school going age.	14·2	12·26	„	1·94
5 Expenditure on public institutions.	Rs. 31,43,346 0 0	Rs. 38,51,390 0 0	plus	Rs. 7,08,044 0 0
6 Average cost on education per head of pupil.	0 8 9	0 10 9	„	0 2 0
7 Proportion of area to each school.	1 for 2½ square miles	1 for 2½ square miles	„	.....
8 Total grant-in-aid ...	Rs. 4,54,770 0 0	Rs. 5,02,399 0 0	„	Rs. 47,629 0 0
9 Proportion of pupils to population.	1 in 16	1 in 17	„	.....

The heavy fall in the attendance is reported to be due to the prevalence of Influenza and other epidemic diseases and the abnormal rise in the price of necessities of life which necessitated the withdrawal of children from school in the case of the labouring classes for supplementing the family income. Out of the total number of

boys 88·23 per cent were in Primary schools, 10·11 per cent in Middle schools and 1·66 per cent in High schools and of girls 95·52 per cent were in Primary schools, 4·26 per cent in Middle schools and ·22 per cent in High schools.

Expenditure.—Of the total expenditure of Rs. 38,51,390 on education, Rs. 16,89,298 were spent on Government institutions, Rs. 7,22,650 on aided schools, Rs. 5,28,833 on buildings and furniture and Rs. 8,98,258 on other items of expenditure. 64·90 per cent of the cost was met from State Funds, 18·3 per cent from Local Funds, ·18 per cent from Municipal Funds, 10·09 per cent from fees and 6·70 per cent from all other sources. Of the total receipts of Rs. 3,81,759 from fees Rs. 1,67,480 were credited to private funds.

Collegiate education.—There were six Collegiate High Schools during the year with a total strength of 767 students. The London Mission High School, Bangalore, has been permitted to open an Entrance class in science. Of the 760 students that were sent up for the University Entrance Examination 215 or 28·29 per cent passed.

HIGH SCHOOLS.

Secondary education.—The number of English High Schools for boys and girls remained the same as during the previous year, but the strength fell from 6,247 to 5,799 in the case of boys and 79 to 78 in the case of girls. Government are glad to note that the requirements of the High schools were carefully studied during the year and improvements effected in several directions.

The number of Kannada High Schools for boys increased from 6 to 10 and their strength from 245 to 336. There was a slight increase in the strength of the Kannada High Schools for girls as compared with the previous year. Out of 1,364 candidates that were registered for the Secondary School-Leaving Certificate Examination 506, or 37 per cent were declared eligible for the College course and public service and 275 passed under the compartment system. Of the successful candidates 408 were Brahmins. 68 non-Brahmin Hindus, 18 Mahomedans, 5 Jains and 7 Christians.

MIDDLE SCHOOLS.

The number of A.-V. Schools for boys increased from 228 to 266 and their strength from 37,512 to 39,208. The number of aided English classes in rural areas stood at 136. Special English classes were opened in 30 A.-V. Schools for the benefit of candidates passing the Kannada Lower Secondary Examination to enable them to pass English Lower Secondary Examination with a two year course of study.

The number of Vernacular Middle Schools rose from 93 to 94 but their strength decreased from 10,675 to 10,439. Out of the 2,542 candidates that were registered for the English Lower Secondary Examination, 931 or 37 per cent passed. Three thousand two hundred and seventy-seven candidates appeared for the Kannada Lower Secondary Examination and 1,091 or 34 per cent were successful. The

Inspector-General of Education reports that though the increase in the number of Middle Schools is satisfactory, the staffing equipment and accommodation leave much to be desired. His suggestions in regard to the revision of the scale and grades of teachers are under consideration and proposals for further improvements are awaited.

His Highness the Maharaja has been graciously pleased to order that education up to and inclusive of the Middle School grade will be free from 1st July 1920, and Government trust that with the improvement and standardisation of the existing Middle Schools, and a suitable increase in their number, adequate facilities will have been afforded to the bulk of the population resorting to this grade of education.

PRIMARY SCHOOLS.

The number of Primary Schools for boys rose from 8,207 to 8,966, while their strength decreased from 233,624 to 219,797.

The scheme of compulsory education of boys is in operation in 220 centres. Twenty-two new schools were opened during the year and 102 existing schools improved in respect of staff and accommodation to provide for the admission of a larger number of boys of compulsory age. Education of girls has been made compulsory in the cities of Bangalore and Mysore with effect from 1st July 1918 and 20 additional schools have also been opened for the admission of girls in these centres. Eleven thousand four hundred and seven boys and 1,429 girls were admitted, 1,879 warnings were issued and 34 prosecutions instituted, 4 ending in conviction. The defects in the existing grant-in-aid Village Primary Schools and the present scheme of compulsory education have been referred to in detail in the Memorandum on Education and the question of the policy to be adopted in regard to further development of Primary Education in the State and the introduction of compulsory education on a more satisfactory basis is under consideration.

Government observe that the account of the progress of the Visual Instruction Scheme is very meagre and trust that fuller and detailed accounts will be furnished in future reports.

ADULT SCHOOLS.

The number of adult schools increased from 2,284 to 2,671 and their strength from 41,804 to 43,205. The question of remodelling the scheme of Adult education is under consideration in connection with the Memorandum on education.

SPECIAL INSTITUTIONS.

Training Institutions.—The number of these institutions continued the same as in the previous year. The total strength of all these schools was 537 (436 men and 101 women) as against 489 (449 men and 40 women) in 1917-18. Three hundred and twenty-five teachers were trained in the special vacation classes. Arrangements were made during the year for training science graduates during the vacation

in the Central College. Additional provision was also sanctioned for the admission of 12 more Mistresses in the Zenana Training School, Mysore. The total number of teachers trained in all grades during the year was 555. Government are glad to note that the District Normal Schools worked satisfactorily during the year.

The Inspector-General of Education does not consider the vacation classes to be of much use under the present conditions and has proposed their abolition, the number of Normal Schools being suitably increased. Special measures to be adopted for the training of the requisite number of teachers are separately under consideration.

Industrial education—There were 22 Industrial Schools for boys and 4 for girls and their strength was 1,640 of whom 214 were girls. Central Industrial Classes for giving industrial training to women teachers were opened during the year in the Vani Vilas Institute. Out of the 46 students sent up for the Madras Technical Examinations, 39 were successful, 11 passing in first class.

The Carpentry and Industrial Schools are all reported to have done good work with the exception of the school at Sagar where there seems to be considerable difficulty in securing proper attendance.

Weaving Schools.—There were 5 Weaving Schools as in the previous year with a total strength of 143 and the reorganisation of the Weaving Schools on the lines suggested by the Inspector-General of Education was sanctioned during the year. The proposal of the Inspector-General of Education to give effect to the above in respect of the Doddballapur School has been sanctioned.

Practical Instruction Classes.—The number of Practical Instruction Classes rose from 290 to 301, but their strength decreased from 7,906 to 7,031. Past experience in the working of the scheme having rendered a revision of the scheme necessary, proposals in this behalf have been formulated by a Committee and they are under the consideration of Government.

Home Industries Classes.—The control of the Home Industries classes was transferred from the Education Committee to the department during the year. There were 48 classes at the end of the year with a total strength of 1,344.

Engineering Schools.—Government are glad to note the good progress made by the Chamarajendra Technical Institute during the year under report. The Engineering section had a total strength of 76. Of these 19 were in the senior Sub-Overseer class, 31 in the junior Sub-Overseer class and 26 in the Village Maistry class. The results of the Public Examinations conducted by the Board were also satisfactory.

The strength of the Mechanical Engineering School at the end of the year was 139 as against 170 in the previous year and 133 in the year 1916-17. Seventy students appeared for the Technical Board Examination held in June 1918 and February 1919 and 63 or 90 per cent were declared successful.

Commercial Schools.—A General Board for Commercial Education and Examination was constituted. The strength of the Commercial School, Bangalore, fell from 217 to 180 and that of the

Commercial Section of Chamrajendra Technical Institute rose from 167 to 173. The results of the public examinations are reported to be satisfactory. The revision of curricula and syllabus of study of these schools is under consideration.

Other Schools.—The school for the Deaf-mutes and the Blind continued to do good work and the strength of the Institute at the end of the year was 54 of whom 3 were girls.

The number of Sanskrit Schools fell from 64 to 57 and their strength from 2,566 to 2,029.

Female Education.—The Entrance class of the Maharani's College was transferred to the control of the University and the Institution now teaches up to the High School standard. The Managing Committee of the school has been reconstituted. The strength of the school was 365; 47 of the pupils were in the High School classes and 307 in the Middle School grade and 11 under training. The primary department of the Vani Vilas Institute was separated from the Institute. The strength of the Institute was 141 made up of 27 girls attending the High School classes, 82 the Middle School classes and 32 in the Industrial Section recently opened.

The total number of girls' schools in the State increased to 737 with a strength of 49,631 and the number of girls in special and private schools was 2,339, the total number of girls under instruction in all schools being 51,970. The total expenditure incurred on the education of women was Rs. 3,34,355. There was a fall from 17 to 13 in the number of Home Education classes and the number of adult ladies attending these classes also fell from 297 to 194.

The men teachers in girls' schools are being gradually replaced by women teachers; a scheme of scholarships for girls tenable in schools at district and taluk headquarters has been sanctioned at a cost of Rs. 10,860 per annum to induce a larger number of girls to proceed to higher courses of study. The whole question of remodeling the scheme of women's education is under the consideration of Government.

Education of Special Communities.—There were 4 schools specially maintained for the education of Europeans and Anglo-Indians with a strength of 488, 415 of them being Europeans.

Education of Mahomedans.—The number of Hindustani Schools for boys and girls increased from 815 to 906. The total number of Mahomedan pupils under instruction fell from 41,594 in the previous year to 38,921. There were 7 Mahomedan pupils in Colleges, 329 in High Schools, 10,021 in Middle Schools, 191 in the Industrial and Special Schools and 27,384 in Primary Schools, 29 in Training Schools and 960 in Practical Instruction classes. The foregoing figures show that in spite of the fall in the strength during the year due to the abnormal conditions that prevailed, a fairly large percentage of the population of school-going age is under instruction, but it is observed that the number of pupils reaching the higher grades does not show any improvement. With a view to improve the efficiency of Anglo-Hindustani Schools and to facilitate recruitment of the Hindustani branch of the Inspectorate, Government recently authorised the

Inspector-General of Education to appoint a reserve of Mahomedan teachers. The question of redistribution of charges of the Hindustani Inspectorate to secure more efficient inspection is under consideration. The most important problems relating to Mahomedan education were discussed at a Conference summoned by the Inspector-General of Education. The question of affording special facilities for the further development of Mahomedan education is under consideration.

Education of Depressed Classes.—Special attention was paid during the year towards the education of the Depressed classes. Ninety-two new Government schools were opened. A scheme for opening elementary classes in Weaving in connection with a dozen Panchama Schools was also sanctioned, but the scheme could not be given effect to during last year. It is expected to be brought into full operation during the current year.

Government have also directed that no student should be excluded from a Government or aided institution on the ground of caste, and it is reported that 1,209 Panchama children are now attending schools other than Panchama schools. New scales of scholarships for students of the Depressed classes studying English have been sanctioned and other facilities have also been provided in the nature of grant of railway fare to the students to and from their places, allowances to parents of the students, free supply of books, slates, etc. All Panchama students have been exempted from payment of fees in schools for a period of three years. A special allotment of Rs. 25,000 was sanctioned towards the construction of Panchama girls' school buildings of which a sum of Rs. 11,793 was spent during the year on buildings for the Depressed Classes Schools.

The question of affording further facilities for the encouragement of education among the Panchamas and opening a number of Rural Panchama Schools to provide for a network of day schools in all centres and utilising the Panchama Boarding Schools to serve as a recruiting field for teachers of Panchama Schools is under consideration.

Scholarships for Backward Classes.—The administration of Backward Classes Scholarships has been transferred to the Education Department and the appointment of *ad hoc* Committees with a view to minimise the delay in the award of the scholarships has been approved.

Orders have also issued to regulate the grant of scholarships to the students of the several communities according to the population as well as on the attendance basis. A scheme of scholarships has been sanctioned for the encouragement of education among the Military classes such as the children of soldiers and non-combatants on active service who have died or have been incapacitated in the late war. The question of consolidating the facilities provided from time to time for the children of Military classes is under consideration.

Physical Culture.—The Scout Movement is reported to have become popular with students and teachers and made good progress during the year. Drill has been made compulsory under the Secondary School-Leaving Certificate scheme. The question of placing the

whole scheme of physical education in schools on a proper basis is under consideration.

No improvement has been made during the year in the direction of systematic medical inspection of schools and scholars and this has been ascribed to want of a special staff and absence of definite rules regulating the conduct of inspection of scholars by Medical Officers. The question of making satisfactory arrangements for systematic medical inspection is engaging the attention of Government.

Book Depot.—Steps have been taken to encourage the publication of books in Kannada on a large scale in Science and other subjects, and a special grant has been provided. The arrangements made for the supply of books were adequate during the year. The transactions at the Book Depot continued to be heavy. A scheme for working the Depot on commercial lines is under consideration. The Inspector-General of Education is requested to make necessary arrangements for systematic stock-taking each year and the defects, if any, noticed at the annual inspection of the Book Depot should be reported to Government.

Text Book Committee.—Revised rules regarding the constitution of the Text Book Committee were sanctioned and arrangements have been made to publish the proceedings of the Committee in the Gazette for the information of the public.

Grant-in-aid.—A sum of Rs. 5,02,399 was disbursed during the year as grant-in-aid of which Rs. 4,94,230 was met from State Funds, Rs. 1,070 from Local Funds and Rs. 7,099 from Municipal Funds. Lump sum grants aggregating Rs. 34,364 were disbursed from State Funds towards buildings, furniture and other educational appliances.

Buildings.—The total expenditure incurred during the year on educational buildings was Rs. 2,97,807, of which Rs. 2,45,042 was by the Public Works Department and Rs. 52,825 by the Education Department. Government have agreed to provide annually in the budgets a sum of Rs. 1,50,000 for Primary School buildings and Rs. 2,00,000 for Secondary School buildings.

A scheme to encourage private capitalists to construct buildings on a guarantee of rent for a term of years has also been approved. A Committee was appointed to revise the type designs for school buildings and their proposals are under consideration.

Work of Controlling Agencies.—The Inspector-General of Education toured for 75 days in 4 districts, viz., Tumkur, Bangalore, Mysore and Kolar and inspected 143 schools. With a view to minimise routine correspondence and to facilitate quick despatch of work, certain financial and other powers were delegated to the Inspector-General of Education, Circle and District Inspectors of Education. The powers of Circle and District Inspectors have since been enlarged in regard to appointments, transfers, grant of leave to subordinates, etc.

Inspectorate.—The Circle Inspectors of Bangalore and Mysore inspected on the whole 793 schools and 29 hostels. The itineration of District Inspectors was below the prescribed minimum.

The Assistant Inspectorate was strengthened during the year by

the addition of 10 Assistant Inspectors to work as Office Assistants of the District Inspectors. The itineration and inspection of Assistant Inspectors has not been satisfactory. The Supervisors are reported to have worked well on the whole.

A separate Inspectorate for Girls' Schools was sanctioned during the year.

The question of strengthening the Inspectorate further with a view to lighten the charges assigned to each inspecting officer and bring about greater efficiency of inspection is under consideration of Government.

Hostels.—The number of hostels increased from 33 to 41 with a total strength of 1,243 boys and 468 girls. With a view to place private hostels on a footing of equality with Government hostels, rules regulating grants to hostels were revised in July last and further revised in November 1919, and as a result thereof, several private hostels have been started and Government trust that more private enterprise will be forthcoming in this direction.

Co-operation of the people.—The Village School Committees are reported to have carried on their work satisfactorily as heretofore. Liberal contributions have been made to the department by enthusiastic donors. Among these, Messrs. Syed Abdulla Baksh of Kyatasandra and Appaji Reddi of Kagati who have endowed liberally towards the founding of an Agricultural A.-H. and A.-V. schools respectively in their places, Mr. Sowcar Thimmaiya who has offered to donate a sum of Rs. 40,000 for the establishment of a High School and Mr. Thallan Nanjundiah Setty of Manchenahalli who has completed a school building worth Rs. 7,000 deserve special mention.

Conclusion.—The report of the Inspector-General of Education is full and interesting and deals in several places with questions which have already received the consideration of Government in their general Memorandum published last September. Government are glad to note that the work of the department during the year under report has been satisfactory. In addition to the work of administering the department, the Inspector-General of Education was engaged during the year in making a careful examination of the working of the various schemes in operation and formulating comprehensive proposals for improving the entire educational system in the State. This has put an undue and heavy strain on the department. Government desire to convey to the Inspector-General of Education their appreciation of the zeal and earnestness with which he has endeavoured to introduce and formulate reforms in several directions and the ability with which he has dealt with the numerous complex problems arising from the educational activities in the State.

Government agree with the Inspector-General of Education that in order to place the educational system in the State on a satisfactory basis, improvements have yet to be effected in several particulars involving important changes in certain directions. Government have already issued a Memorandum indicating the lines on which Education in all the grades may be developed in future and inviting public criticism. Government trust that the department as a whole

will continue to evince the same enthusiasm and energy as it has done in the past in working out the general policy that may be finally adopted in furthering the cause of Education in the State regarding which they hope to issue a detailed resolution at an early date.

G. O. No. 10400-62—Edn. 298-19-3, dated 30th April 1920.

Commercial Schools and Examinations.

REVISED RULES AND CURRICULA.

The Inspector-General of Education has submitted for approval a copy of the revised rules and syllabuses of Commercial Schools and Examinations drawn up by a Special Committee appointed for the purpose and approved by the Board for Commercial Education and Examinations at their meeting held on 23rd December 1919.

The main changes in the revised rules are as follow :—

(1) In lieu of the present three grades, *viz.*, Elementary, Intermediate and Advanced, Pass and Honours courses are introduced with the corresponding certificates and diplomas.

(2) The subjects of study remain the same but have been reclassified into nine groups of a one-year or two-year course in each, according to the importance of the subject.

(3) In view of the low rate of fees that are levied, provision for the grant of free studentships has been omitted.

(4) Transitional rules have also been provided for the benefit of candidates who underwent the courses under the existing rules and syllabuses.

(5) A Public Examination for the Vernacular branch of Commercial Education has been newly proposed to be provided.

The revised rules and syllabuses are approved and will come into force from the academical year 1920-21.

G. O. No. 10843-5—Edn. 344-18-9, dated 14th May 1920.

Foreign Scholarships and Deputations.

GOVERNMENT ORDER ON THE COMMITTEE'S REPORT.

The question of revising the scheme of foreign scholarships has been under the consideration of the Government for some time past. A large proportion of these scholarships has been utilised in the past in giving advanced training in foreign countries to officers already employed in the technical and other departments while others intended to be similarly trained have been selected under the rules for the deputation of officers sanctioned in G. O. No. 11262-310—G. M. 369-14-2, dated 19th April 1915.

On a careful consideration of the subject and of the report of a Committee appointed on this question, Government are of opinion that the foreign scholarships should be reserved hereafter as far as possible for selected students to undergo advanced studies and that in order to meet the requirements of technical and other departments for foreign trained men, a certain number of officers may be deputed each year for such training under the deputation rules. As the funds available for either purpose are limited, Government also consider that a suitable readjustment of funds should be made so that adequate provision may be made for both the above purposes. Government therefore direct that the number of scholarships to be awarded annually exclusive of loan scholarships, be fixed at 2 Damodar Das and 2 State and the number of officers to be deputed for training increased proportionately to such reduction in the number of scholarships. Of the 4 scholarships, one will be set apart for the most brilliant graduate of the Mysore University to be awarded on the recommendation of the University Council, preference being given to students taking up some branch of Science. Of the remaining 3, one will be awarded to a suitable candidate belonging to one of the educationally backward classes in the State and the other two for the study of subjects which will be notified from year to year.

Government also sanction the grant of the following concessions to Departmental officers selected for foreign training :—

- (i) Each officer will be given a sum ranging from £150 to £200 for maintenance during the period of deputation.
- (ii) Fees or premia as well as travelling expenses in foreign countries incidental to such training will be paid by Government.
- (iii) The officer selected will be granted any privilege leave that he may be entitled to, the rest of the period of training being treated as special furlough on half pay.
- (iv) The period of such deputation will be treated as service counting for pension, promotion and leave, but will not affect any leave already due to the officer and will not be taken into account in reckoning the amount of furlough admissible under the Service Regulations.

The deputations will form a new class of deputation under the rules issued in G. O. 11262-310—G. M. 369-14-2, dated the 19th April 1915. The number of officers to be deputed each year under the rules for the deputation of officers shall not ordinarily exceed five. This number will be exclusive of any officers that may be deputed under class (i) of the aforesaid order which will hereafter be reserved for senior officers of Government deputed for special enquiries or investigations and those who are allowed to proceed to Europe by being given study or other special leave or by taking loans under the existing rules.

No. 11121-94—Edn. 5-19-119, dated 25th May 1920.

Abolition of Fees in Middle Schools.

INCREASED GRANT-IN-AID TO AIDED INSTITUTIONS.

Consequent on the abolition of fees with effect from July 1920 in the Middle School classes of Government schools ordered in the Government * Order, dated 23rd January 1920, representations have been received from aided institutions that they might also be permitted to abolish fees in the corresponding classes and that grants to these institutions may be increased suitably to compensate them for the loss of fee income.

Under the grant-in-aid rules, grants to A.-V. and High Schools may be equal to but shall in no case exceed the excess of expenditure over income and the income for the purposes of this rule is estimated as including interest on endowments, produce of land or other properties set aside for the maintenance of the school and the fee receipts of the school and other miscellaneous items of income and the fee receipts are calculated at the standard rates shown in Chapter IV of the Educational Rules and no deductions are made on account of concessions and scholarships except such as are authorised by the department. In Government Order No. 124-8—Edn. 22-18-18, dated 28th June 1919 the rules have been amended so as to permit aided institutions to grant free studentships in the A.-V. and High Schools up to 20 per cent and in the Entrance classes up to 33 per cent of the strength.

Government have carefully considered the representations and are of opinion that aided agencies should be encouraged as far as possible, and accordingly direct that provided they abolish fees in Middle School classes with effect from 1st July 1920 such of the institutions as do not levy fees in these classes be given increased grants to the extent of the loss that they actually thereby sustain. The Inspector-General of Education is requested to have the accounts of the schools audited and to submit proposals for increasing grants to the aided institutions to the extent to which they may avail themselves of the permission to abolish fees.

G. O. No. 11403-4—Edn. 440-19-1, dated 7th June 1920.

The University Council.

ELECTION OF A MEMBER FROM THE SENATE.

In exercise of the powers vested in them under the proviso to clause 2 (v) Section 10 of Regulation No. V of 1916 (The Mysore University Regulation), the Government of His Highness the Maharaja of Mysore are pleased to direct that the Senate of the Mysore University be allowed to elect and return from amongst that body to

* Vide Page 542 of Vol. IV, No. 3.

the University Council one member who is not an *ex-officio* member of the University Council. The member so elected should get a clear majority of the total strength of the Senate at the time, *i.e.*, the number of votes that he gets should be more than 50 per cent of the total strength of the Senate.

G. O.No. 1176—Edn. 516-19-1, dated 14th June 1920.

Secondary Education.

ADMISSION FEES IN LOWER SECONDARY SCHOOLS.

Government agree with the Inspector-General in the opinion that students who do not pay fees are apt to be somewhat negligent in the matter of discipline and attendance and that the re-admission fee in the case of pupils who leave school and rejoin without sufficient cause should be heavy.

The Inspector-General of Education proposes the following admission and re-admission fees :—

		Admission fee			Re-admission fee		
		Rs.	a.	p.	Rs.	a.	p.
Infant and First classes	...	Nil			Nil		
First English class	...	0	8	0	1	0	0
Second do	...	0	12	0	1	8	0
First Form	...	1	0	0	2	0	0
Second Form	...	1	0	0	2	8	0
Third Form	...	1	0	0	3	0	0

The imposition of admission fees in the First English class and Lower classes which come within the course prescribed under the Compulsory Education Scheme is not necessary as the Compulsory Education Regulation makes ample provision for securing regularity of attendance, etc.

The Inspector-General's proposal in respect of the Second A.-V. class and upwards in which fees were abolished recently is sanctioned with this modification that re-admission fees should not be levied where satisfactory cause is shown.

G. O. No. 12121-2—Edn. 47-19-18, dated 26th June 1920.

AGRICULTURE.

Improvement of Live-Stock in the State.

APPOINTMENT OF AN EXPERT AND HIS DUTIES.

Mr. W. Davison, B.S.A., is appointed Live-Stock Expert in the State for a period of five years with effect from 22nd January 1920. He will be subordinate to the Director of Agriculture and under his administrative control.

His duties will consist of the investigation of questions and preparation of schemes relating to the improvement of Live-Stock in the State and adopting all necessary measures for the purpose. He will also render technical advice to the Amrut Mahal Department and the Kunigal Stud Farm, but, will have no control over the management of either department. The Civil Veterinary Department, the Amrut Mahal Department and the Kunigal Stud Farm will afford facilities to the Live-Stock Expert to carry on experiments and will work in close co-operation with him. He will be a whole-time officer of Government and be bound to undertake any duties that may be assigned to him by Government.

G. O. No. 1408-13—C. B. 163-18-29, dated 3rd April 1920.

INDUSTRIES AND COMMERCE.

Home Industries Institutes.

FUTURE LINES OF WORK.

In the scheme submitted by the Director he has proposed that for some time to come, attention should be chiefly devoted to the following items of work :—

(1) The provision of better tools and designs to the home workers by establishing suitable small auxiliary factories, and (2) providing better marketing facilities for the sale of the articles manufactured by them.

The methods suggested to realise the above objects are:—

- (i) the organisation of Central Institutes similar to the Bengal Home Industries' Association with a system of sub-agents paid by commission, and local inspectors for the collection of articles and sales, through the Central Institute, and
- (ii) the appointment of at least two experts one for each of the Institutes at Bangalore and Mysore to make a beginning in such well-known industries as lace and needle work, hosiery and woollen knitting and to furnish new designs and ideas to the workers to enable them to find out such work as would satisfy the requirements of the market.

The proposals of the Director involve an expenditure of Rs. 50,000 towards capital grant for the establishment of two sales depots in addition to an annual recurring expenditure on establishment of Rs. 11,784 as against Rs. 6,948 now incurred.

Government generally approve of the lines on which the Director proposes to work the scheme in future. They consider it necessary however, that there should be a competent Superintendent directly in charge of the Institute at Bangalore. There may be a branch Institute in Mysore also in charge of the same Superintendent, a sale room on a smaller scale being established there if necessary. That officer will also be in charge of the Art Depot and the work relating to the organisation and development of all minor and rural industries. The experts attached to the Bangalore Institute should visit Mysore whenever necessary but the sale room and other work connected with the branch Institute there will be under the supervision of the District Organiser.

The work in the districts will be carried out by two District Organisers each in charge of four districts. These Officers will be responsible for organising and developing home industries in the districts by supply of designs and raw materials, etc., to the workers,

collecting the output and also in collecting and disseminating useful information and statistics relating to home industries. The organisers will get a salary of Rs. 80 per mensem. They will be each given a peon on Rs. 9 per mensem.

Government observe that the Director's scheme now sent is silent as regards the methods to be adopted for the supply of raw materials to the home workers as also to provide them with the funds for the purchase of improved tools and appliances. The Director is requested to consider this important aspect of the case in greater detail and submit his recommendations to Government for approval at an early date.

Government agree with the Board of Industries and Commerce that an Advisory Committee should be associated with the Director in the management of Institutes. They are therefore pleased to direct that an Advisory Committee composed of not more than 6 members, at least 4 of whom, should be leading non-official gentlemen of the locality, be appointed to advise and suggest measures in regard to the working of the scheme. Such a Committee should be extremely useful in creating a large body of home workers and popularising the scheme as a whole.

The present scheme will be tried as an experimental measure for a period of one year in the first instance from 1st July 1920.

G. O. No. 11961-72—I. & C. 22-19-19, dated 22nd June 1920.

CO-OPERATIVE SOCIETIES.

Co-operative Department.

ADDITION TO THE RULES OF RECRUITMENT.

The Registrar of Co-operative Societies in Mysore, proposes that a pass in the Local Service Accounts Higher Examination may be prescribed as a necessary qualification for appointments of Rs. 60 and above in his office and that a new rule to this effect be added in the rules for recruitment of officials to the Co-operative Department.

The proposal is approved.

G. O. No. 11510-73—E. C. 127-19-2, dated 9th June 1920.

ECONOMIC CONFERENCE.

The General Conference.

REVISED CONSTITUTION.

Under the revised constitution, the General Economic Conference is composed of 100 members as follows:—

Members of Central Boards	...	...	75
Deputy Commissioners of Districts	...	...	8
Members of Legislative Council (to be elected)	...	...	2
Members of City Municipalities (to be elected)	...	...	2
Members of Town Municipalities (to be elected)	...	...	4
Others to be nominated to represent special communities and interests	...	...	9

Government observe that the Town Municipalities which are 29 in number are not adequately represented on the General Economic Conference as they are to return only four members at the rate of one member for two districts. Government accordingly direct that the number of members to be returned by the Town Municipalities be increased to eight so that each district may be able to return one member to represent the Town Municipalities in the district. The number of members to be nominated to represent special communities and interests will be correspondingly reduced from 9 to 5 as all special communities and other interests are already adequately represented on the three Central Boards, the members of which are also members of the General Conference.

G. O. No. 8400-64—E. C. 15-19-77, dated 10th March 1920.

Election of Members from the Town Municipal Councils.

PROCEDURE PRESCRIBED.

The following instructions are issued in regard to the procedure to be followed in holding the election:—

- (1) The President of the District Board will in the first instance request the several Town Municipal Councils in the district to intimate the names of the Councillors intending to stand for election to the General Economic Conference within a certain date, to be fixed by him.
- (2) The names of the candidates standing for election from the several Municipal Councils will be notified by the

President, District Board and the Municipal Councils directed to hold the election on a specified date and hour. The presiding authority shall count the votes in presence of the Council and forward a report, together with the voting papers, on the result of election to the President, District Board.

- (3) The results of the elections in the several Town Municipal Councils will be consolidated by the President, District Board, and the name of the Councillor securing the largest number of votes will be reported to the Secretary, Economic Development Board. In the case of more candidates than one securing the largest number of votes all the names will be reported.

G. O. No. 9800-65—E. C. 15-19-83, dated 13th April 1920.

GEOLOGICAL.

Exploitation of Minerals and Ores.

AREAS RESERVED FOR GOVERNMENT.

After a careful consideration of the proposals, Government direct that, pending further investigation as to the requirements of local industries and the available supplies of material, the following ores and minerals shall be reserved within the areas specified below and that, until further notice, no applications shall be entertained for the grant of leases and licenses in respect of these ores and minerals within the respective areas specified. It will, however, be open to Government to grant licenses and leases for minerals within these reserved areas at their discretion to approved applicants with a view to develop local industries.

ORE OR MINERAL—

RESERVED AREA.

Gold ...	}	The whole State.
Iron ...		
Limestone ...		
Dolomite ...		
Corundum ...		
Manganese ...	{	(1) Within a radius of 13 miles from the village of Aiyannur in the Shimoga Taluk.
		(2) Within a radius of 6 miles from the village of Gangur in the Shimoga Taluk.
		(3) Within a radius of 4 miles from the village of Kondli in the Gubbi Taluk.
Chrome ...	{	(1) A strip of country 3 miles in width on the east side of a line from Arsikere to Chalya in the Channarayapatna Taluk of the Hassan District. (Nuggihalli Schist Belt.)
		(2) Within a radius of 6 miles from the village of Kadakola in the Mysore Taluk.
Magnesite ...		Within a radius of 6 miles from the village of Kadakola in the Mysore Taluk.
Asbestos ...		The whole of the Mysore and Hassan Districts.
Kaolin and China clay.		The whole of the taluks of Bangalore and Hoskote, in the Bangalore District.

G. O. No. G. 24557-62—Geol. 47-18-11, dated 29th April 1920.

PUBLIC WORKS.

The Electrical Department.

GOVERNMENT REVIEW ON THE ADMINISTRATION REPORT FOR 1918-19.

The modified grant sanctioned for both Capital and Revenue expenditure stood at Rs. 7,54,500 and Rs. 10,51,350, respectively. The expenditure incurred during the year 1918-19 amounted to Rs. 16,98,561 as shown below :—

(1) Capital Account—		Rs.
Capital outlay	... ..	3,78,579
(2) Revenue Expenses—		
(a) Working expenses	... ..	9,89,019
(b) Depreciation charges	... ..	3,30,963
	Total	16,98,561

A sum of Rs. 14,000 was separately allotted for repairing and maintaining the Telephone lines in the State. The expenditure under this head amounted to Rs. 14,951. A further sum of Rs. 11,394 was incurred for extending them. The total excess was Rs. 12,345, and this was due to the fact that no funds were allotted in the Budget to meet the capital outlay.

In addition to the above items, works aggregating Rs. 1,43,524 in cost were carried out by the Electrical Department for Government departments, municipalities and private consumers. They are treated as contribution works.

Capital Expenditure.—The actual expenditure under this head was Rs. 3,78,579 against the sanctioned grant of Rs. 7,54,500, resulting in a lapse of Rs. 3,75,921.

In the report under review, the Chief Electrical Engineer has included a sum of Rs. 2,50,000, which was ordered to be written back from the IV Installation Works to the Depreciation Fund and thus reduces the lapse to Rs. 1,25,921.

The Comptroller too has accepted that the lapse is only Rs. 1,25,921.

The materials ordered for the remodelling of the "A" Station, which were received and first taken on to "Stock," could not be utilised on works during the year. There was also delay in completing the works under progress, on account of the difficulty in obtaining materials. The late shipment of machinery, etc., also contributed to the lapse.

Items of works accounted for under Capital Expenditure are given in the Chief Electrical Engineer's report.

Revenue Expenditure.—The grant and the outlay under the head stood, respectively, at Rs. 10,51,350 and Rs. 13,19,982 as shown hereunder, resulting in an excess of Rs. 2,68,632 :—

Main head	Modified Grant	Outlay	Excess
	Rs.	Rs.	Rs.
1. Working expenses	9,55,350	9,39,019	33,669
2. Charges debitable to depreciation accounts ...	96,000	3,30,963	2,34,963
Total ...	10,51,350	13,19,982	2,68,632

The excess was chiefly due to the write-back of a sum of Rs. 2,50,000 to the Depreciation Fund, as per Government Order No. 334-8—C. P. S., dated the 26th April 1916.

This excess was met out of the lapse of Rs. 3,75,921 referred to above.

The classification of Revenue Expenditure of Rs. 13,19,982 under the main sub-heads as compared with the past two years will be as follows :—

Main sub-heads	Revenue Expenditure for		
	1918—19	1917—18	1916—17
	Rs.	Rs.	Rs.
1. Working expenses	5,46,207	4,91,324	4,64,602
2. Amount credited to Depreciation Fund ...	4,07,175	3,77,182	3,82,529
3. Amount debitable to Suspense Account ...	35,637	8,093	—1,10,279
4. Expenditure debitable to Depreciation Fund ...	3,30,963	92,551	1,25,824
Total ...	13,19,982	9,69,150	8,62,676

Revenue.—The revenue from the Cauvery Power Electrical Works for the year 1918-19 amounted to Rs. 26,81,559 as against Rs. 27,16,576 during the preceding year.

According to the proportion fixed in Government Order No. Fl. 1681-4—G. F. 217-16-2, dated the 30th August 1919, a sum of Rs. 3,49,030 was credited out of the revenue to the Krishnarajasagara Scheme.

The gross revenue to the credit of the Electrical Power Works was Rs. 23,32,529. After deducting the working expenses and the amount debited to the suspense account, the net revenue from the Cauvery Power Electrical Works was Rs. 23,32,529—5,46,307—35,637, i.e., Rs. 17,50,685 as against Rs. 17,92,194 during 1917-18.

The percentage of net revenue on the total capital outlay for the year under review was 8·4 as against 11·3 during the preceding year.

A summary of the financial results of the working of the Electrical Department to the end of 1918-19 is given below :—

Capital outlay to end of 1918-19	...	Rs. 120,38,422
Gross earnings from power supply to end of 1918-19	...	314,66,190
Accumulated interest on Depreciation Fund...	...	10,56,323
Total	...	925,22,513

Working expenses including suspense	...	Rs. 60,16,758
Depreciation Fund	...	46,09,942
Interest at 4 per cent on Capital outlay	...	57,37,024
Amount credited to K. S. Works from 1916-17	...	11,43,230
Net profits for 17 years from 1902-03	...	150,15,559
Average per year	...	8,83,268.8
Average up to 1917-18	...	8,79,579.5

NOTE:—The total amount at the credit of the Depreciation Fund and the total charges debited thereto at the end of 1918-19 were Rs. 46,09,942 and Rs. 6,17,308, respectively.

The number of interior lighting installations in Bangalore and Mysore has been increasing year after year, as may be seen from the statement given below :—

Stations	To end of		
	1916-17	1917-18	1918-19
1. Bangalore City	1,162	1,337	1,454
2. Civil and Military Station	1,421	1,651	1,818
3. Mysore City	466	569	656
Total	3,049	3,557	3,928

A similar increase was noticeable in the number of street lights, as it rose from 3,729 in 1917-18 to 3,848 in 1918-19. Their distribution according to the places served is as follows :—

Bangalore City	..	1,470
Civil and Military Station	..	1,038
Mysore City	..	1,190
Robertsonpet	..	150
Total	...	3,848

At the end of the year under report, there were 134 power installations in all against 112 in the previous year. Of these, 79 were in Bangalore City, 16 in the Civil and Military Station, Bangalore, and 39 in the Mysore City.

The total quantity of power generated during the year was 102,530,000 units as against 98,087,900 units during the previous year, showing an increase of 4,442,100 units.

General.—The accounts of the IV and V installation works should have been closed during the year.

The following incomplete works should be pushed on to early completion :—

- (1) Construction of a second set of cooly blocks.

- (2) Chief Operator's Office, and
- (3) A third set of 16 cooly blocks at Sivasamudram.

The accounts of the work "Reconstructing the low tension busses at the Kolar Gold Fields" should be closed as early as possible.

Government trust that the new "A" Station, under construction near the "Race Course" Bangalore, will be completed in all respects in 1919-20.

It is very necessary that the pumping plant at Soldevanahalli should be electrified at a very early date. The Chief Electrical Engineer is requested to see that no further delay occurs in its completion.

The gross receipts estimated for the year under report were reduced from Rs. 29,80,000 to Rs. 26,66,000, resulting in a loss of Rs. 3,14,000 on account of fluctuations in exchange.

It is noted that the plant was maintained in a satisfactory condition.

There were 181 interruptions to service as against 191 in the previous year. It is expected that, after the completion of the new low tension busses at the step-down transformer house on the Kolar Gold Fields, the number will be considerably reduced.

G. O. No. E. D. S. 790-4, dated 10th April 1920.

Water-Supply in Cities.

MAXIMUM FREE ALLOWANCE OF WATER.

According to the revised rules for the regulation of water-supply in the Cities of Bangalore and Mysore, the supply to be allowed to the owner of a house or property from his private connection free of charge, should be fixed at 160 and 200 gallons respectively, for every one rupee of the rental value of the house and premises, subject to a minimum of 4,000 gallons per month.

On the recommendation of a Committee appointed to concert measures for reducing the consumption of water in Bangalore City, the maximum free allowance to be allowed in that City has been ordered to be fixed at 15,000 gallons and necessary alteration made in the rules, as it was considered that a minimum free allowance having been prescribed, a maximum should also be fixed.

The Mysore City Municipal Council who were consulted in the matter are not in favour of making a similar alteration in the rules for that City. The rules, as originally framed, were more or less the same for both the Cities and there is no reason why the alteration made in regard to Bangalore should not be made applicable to Mysore also. Government are, therefore, pleased to direct that the following alteration be made in Rule 11 of the Revised Water-Supply Rules for Mysore City :—

Between "4,000 gallons" and "per month" in the last line, insert "or more than 15,000 gallons."

Rule 11 as amended will read as follows:—

The quantity of water which any owner of a house or property will be allowed to draw from his house connection free of any charge (other than the general water rate to be assessed upon the annual rental value of his house and premises) shall be regulated in accordance with the following scale:—

"For every one rupee of the rental value of the house and premises, the authorised free allowance shall be 200 gallons, but in no case shall such free allowance be less than 4,000 gallons or more than 15,000 gallons per month."

G. O. No. P. W. 2565-68—M. 12720-3, dated 2nd June 1920.

Chamarajendra Water Works.

CAPITAL AND REVENUE ACCOUNTS FOR 1918-19.

The Capital outlay on the scheme to end of the year 1918-19 was Rs. 32,60,406 inclusive of the amount of Rs. 2,90,432 contributed by the Civil and Military Station and the indirect charges of Rs. 57,006 debitable to the Capital Account.

The gross revenue for the same period was Rs. 9,99,351 while the working expenses including depreciation, aggregated Rs. 36,48,506. The net result was a deficit of Rs. 26,49,155. If charges on account of interest at 4% (simple interest) which amounts to Rs. 25,13,701 is added, the deficit would increase to Rs. 51,62,856.

The working expenses have been steadily increasing year after year. During the year under review, they aggregated Rs. 2,29,077, exclusive of indirect charges and depreciation, as against Rs. 2,04,954 during 1917-18. The increase is due to the gradual rise in the prices of materials, fuel, alum, etc., and to the necessity of purchasing from the Civil and Military Station, portion of the water required to meet the growing demand of the City, as the pumps are unable to deliver the full quantity, owing to their deteriorated condition. It is expected that there will be an appreciable decrease in the working expenses when the pumps are electrified and the rising main is duplicated.

G. O. No. P. W. 2606-10, dated 8th June 1920.

LOCAL SELF-GOVERNMENT.

District and Taluk Boards.

POWERS OF VICE-PRESIDENTS.

The proposals received from the Presidents of Taluk and District Boards are very divergent in character. Government consider that in view of the fact that under the existing rules, the Vice-President of a Local or a District Board may at any time be called upon to perform temporarily the duties of the President, it is necessary that he should be trained in responsible work. Government further desire that uniformity should be observed in this matter and are accordingly pleased to direct that the Vice-President of a District Board may exercise all the functions enumerated in Appendix A, under the general control of the President.

The Presidents of District Boards are requested to instruct the Presidents of Taluk Boards to delegate to the Vice-Presidents thereof all the powers referred to in Appendix B.

APPENDIX A.

DUTIES OF THE VICE-PRESIDENTS OF DISTRICT BOARDS.

The Vice-President shall be in immediate charge of the office of the District Board and the establishment attached to it and shall superintend the office and the work connected therewith. He shall assist the President in every matter connected with the conduct of meetings and other business of the Board.

2. He shall have power to suspend or fine any servant of the Board on a salary of Rs. 15 and below, subject to the approval of the President.

3. He will be responsible for all routine work in the office and the maintenance of proper and correct accounts.

4. He will be responsible for the timely compilation and submission of monthly and other periodical accounts and returns to the officers concerned.

5. He will pass intermediate orders on correspondence and take action in accordance with the orders passed by the President on original files.

6. He will sign "for the President" in all ordinary papers including fair copies. During the absence of the President on leave or otherwise, references to Government shall also be signed by him.

7. He will be in touch with the work of the Agricultural, the

Educational and the Industries and Commerce and Finance Committees of the District Board.

8. He will watch over the Financial Administration of the Board and arrange for the realisation in time of all sums due to the District Board.

9. He will scrutinise estimates of works to be carried out or maintained out of District Funds and may, with the previous approval of the President, inspect such works independently of the Works Committee.

10. He will take needful steps to check the spread of infectious diseases and submit daily and periodical reports to higher officers.

11. He may pass bills and sign cheques for recurring charges of the following description:—

(a) Contingent bills of the District Board office.

(b) Pound and Mohatarfa commission bills.

(c) Refund bills.

(d) Bills for supplies and services

(e) Issue of cheques for charges admitted by the President other than those mentioned in the preceding clauses.

12. He will attend to all other matters which the President may assign to him from time to time.

APPENDIX B.

DUTIES OF THE VICE-PRESIDENTS OF TALUK BOARDS.

The Vice-President shall be in immediate charge of the office of the Taluk Board and the establishment attached to it and shall superintend the office and the work connected therewith. He shall assist the President in every matter connected with the conduct of the meetings and other business of the Board.

2. He shall have power to suspend or fine any servant of the Board on a salary of Rs. 10 and below, subject to the approval of the President.

3. He will carry on the current duties of the Taluk Board office and maintain proper and correct accounts. He will be responsible for the timely compilation and submission of monthly and other periodical accounts and returns to the officers concerned.

4. He shall have direct control over the several cattle pounds of the Taluk Board and shall superintend their working and shall conduct and confirm the sale of unclaimed cattle under the provisions of the Cattle Trespass Act.

5. He shall supervise all the public works connected with Local Funds roads, bridges, drains, buildings, etc., and check the measurements of work in the first instance. He shall be responsible for their up-keep in good condition.

6. He shall make proper arrangements for supervision of sanitation in villages and take measures for the immediate introduction of Village Sanitary rules in such of the villages as have not been subjected to them and where the introduction of the rules is feasible.

7. He shall be responsible for taking needful steps to check the spread of infectious diseases and submit daily and periodical reports to higher and other officers.

8. He will watch over the Financial Administration of the Board and arrange for the realisation in time of all sums due to the Taluk Board.

9. He shall supervise and watch the work and proceedings of the several Village Panchayets in the taluk and shall arrange for proper facilities being given to them for due conduct of business in them.

10. He shall have control over the vaccination and sanitary staff, vaidyasalas and musafirkhanas.

11. He shall attend to all other work which the President may assign to him from time to time.

G. O. No. R. 11660-74—L. B. 56-19-74, dated 6th April 1920.

District Fund Administration Reports.

GOVERNMENT REVIEW FOR 1918-19.

The reports of the District Boards for 1918-19 have been reviewed separately and Government now resolve to review the progress made by the District Boards collectively during the year.

Development of Local Self-Government.—Effect was given to the orders of Government in regard to the development of Local Self-Government by repealing the Local Boards Regulation of 1902 and enacting the Local Boards and Village Panchayets Regulation VI of 1918 which came to force from 1st July 1918. The important changes introduced are as follows:—

(a) Provision has been made for an elected majority in all District and Taluk Boards.

(b) Independent powers have been given to Taluk Boards, subject to the control of the District Boards and separate funds allotted to them.

(c) Unions have been abolished and Village Panchayets constituted and authorised to levy a cess for undertaking communal works such as Education, Irrigation, Village Forest, etc., and to commute the cess with the consent of the individuals liable to pay the same into a contribution of labour not exceeding eighteen days' labour in any year.

Rules.—The constitution of the Taluk and the District Boards was defined and rules were framed making due provision for the representation of important interests and communities on these Boards. The rules provide for the election of a member by the Inamdars for each Taluk and District Board and also for the return of representatives by selected Village Panchayets for the Taluk Board concerned. Rules were also issued for the conduct of the proceedings of the Village Panchayets and for the levy of house and shop taxes by them.

Constitution and Working of Local Boards.—Pending the completion of election proceedings for the constitution of the District and Taluk Boards under the new Regulation all the eight District Boards and thirty-six of the Taluk Boards continued to be composed of the old members. Forty-one of the Taluk Boards were reconstituted during the year. All the District Boards held the prescribed number of meetings. Eleven Taluk Boards did not meet the prescribed number of times. The average attendance of members at the meetings of the District and Taluk Boards was 70% and 45% against 74% and 50%, respectively, in the previous year.

Village Panchayets.—The 264 Union Panchayets, which existed in the previous year ceased to work and orders were issued for the constitution of 858 Village Panchayets under the new Regulation. Of these only 697 were actually formed and only 40 met the prescribed number of 12 times, while 159 Panchayets did not meet at all during the year. There was some delay in the formation of Village Panchayets and the abnormal seasonal conditions and the prevalence of influenza chiefly account for the small number of meetings held in the year. The Panchayets require careful handling in the initial stages and the Presidents are requested to instruct the local officers to evince more interest in the development of these bodies and to exercise careful supervision over their administration.

Finance Committees and Audit of Accounts.—None of the Finance Committees met regularly once a month to audit the accounts. This is not satisfactory. It is also disappointing to note that in spite of the remarks in para 4 of the last year's review, District Boards have not made satisfactory arrangements for the timely check of their accounts. The Local Audit staff of the Comptroller's Office audited the accounts up to the end of the 31st December 1918 in all the districts, except Bangalore, Tumkur and Mysore, where the accounts up to the end of 30th June 1918 only were audited. The audit did not disclose any grave irregularities. No information is contained in the reports in regard to the action taken to dispose of the audit notes. The objections and the audit notes should receive prompt attention at the hands of the Presidents.

Finances.—Pending the issue of instructions to open new heads in the accounts, the Taluk and the Village Funds were not constituted during the year. All the transactions therefore were as heretofore recorded under only one head 'District Fund.' The income and expenditure during the year amounted to Rs. 18,94,752 and Rs. 11,04,311 against Rs. 16,24,552 and Rs. 10,32,205, respectively, in the previous year. Of the receipts Rs. 8,58,073 was realised from the contribution of the local cess, Rs. 2,68,851 from Railway Cess and Rs. 3,50,711 from house and mohatarfa taxes. Of the expenditure Rs. 4,45,191 was spent on Public works by the Public Works Department, Rs. 1,09,240 on public works by the Civil Department and Rs. 2,66,065 on public health, safety and convenience. The increase under receipts is chiefly due to adjustments on account of local cess on Excise and Forest Revenue due for 1917-18 and also to the adjustment of the arrears of State Grant under Drinking Water Wells Fund.

The increase under expenditure was due in part to the disbursement of War and Grain Compensation allowances to the establishments and to the debit of the salary of vaccinators to District Funds for the first time during the year. The Kolar District Board continued to have a minus balance on account of overdrawals permitted for meeting the cost of constructing the Kolar District Railway. The District Board have requested the Government to continue the overdraft for a further period of three years from 1st January 1920. The matter is under correspondence with the District Board.

Demand, Collection and Balance.—The current demand under house, shop and mohatarfa taxes for the year amounted to Rs. 3,89,202, of which only Rs. 3,15,506 was collected, leaving Rs. 73,696 or 19% of the demand uncollected at the end of the year. Out of the arrears of the previous years amounting to Rs. 1,53,822 under these heads only Rs. 35,202 or 23% was collected. The collection of the current demand in the Bangalore and Shimoga Districts was not satisfactory, the amount left uncollected being more than 30% and 40% respectively of the demand. The collection work in the Kadur, Chitaldrug and Hassan Districts was comparatively satisfactory. In Bangalore and Mysore, the collection of arrears was very unsatisfactory. The arrears under tolls in the Mysore, Hassan and Shimoga Districts were also very large. The short collection in the Shimoga District under tolls was due to a portion of the contract amount being withheld on the ground of loss sustained by the contractors on account of Government control over the export and import of food stuffs. The Presidents are requested to issue necessary instructions for the prompt collection of the outstandings wherever they are recoverable and for writing off the irrecoverable arrears.

Public Works.—A sum of Rs. 5,54,431 was spent on public works during the year. Of this Rs. 1,09,240 was incurred in the Civil Department and the rest in the Public Works Department. The expenditure was mainly on the construction, improvement and maintenance of roads and communications. Under the Village Improvement Scheme also, roads were newly formed and the Village Panchayets repaired the roads within their jurisdiction. The Shimoga District Board were authorised to raise a debenture loan for constructing a bridge across the Tunga river at Tirthahalli, while the Hassan District Board floated a loan for the construction of Channarayapatna-Hole-Narsipur road and the construction of a bridge across the Hemavathi near Gorur. The construction of a bridge across the Hemavati near Akkihebbal was also sanctioned during the year.

Roads.—The condition of roads in Hassan, Mysore and Shimoga Districts was not satisfactory. The Presidents should, in consultation with the Executive Engineers, decide once for all what rates have to be allowed for maintenance in the case of each of the roads and take action to increase the rates so as to keep the roads in a satisfactory condition. In connection with the improvement of road facilities in the State, in addition to an annual grant of Rs. 50,000 for five years, a lumpsum grant of Rs. 50,000 was sanctioned (Government Order No. R. 6541-51—L. B. 191-13-28, dated 21st May 1918) for the

construction of a road in each of the districts. Proposals with detailed estimates for the construction of the roads in this connection have been received in the case of Bangalore, Kolar and Hassan Districts and suitable grants have been sanctioned therefor. The other District Boards should expedite the submission of detailed estimates for the roads to be constructed together with information as regards the grant to be sanctioned in respect of them.

Lapses under Public Works.—The lapses under grants for public works executed in the Public Works Department were heavy in Tumkur (42%) and Hassan (73%) owing to the estimates for some of the works not having been sanctioned and some of the important works not having been commenced during the year. Sixty-five per cent of the budget grant for public works in the Civil Department was allowed to lapse. The lapses were heavy in almost all the districts and ranged from 46% in Kolar to 77% in the Chitaldrug District. The outbreak of influenza and its after-effects hampered the progress of works to a very large extent. The attention of the Presidents is invited to the remarks of Government in para 7 of the General Review on the administration of District Boards for the year 1917-18 and they are requested to make proper arrangements for minimising the lapses of budget grants.

Railways.—Out of the Railway loan of Rs. 10,00,000 to be raised by the Shimoga District Board, Rs. 7,66,050 was subscribed for and Rs. 3,48,006 actually collected up to the end of the year under review. For the Chikjajur-Chitaldrug Railway the amount actually collected was Rs. 83,693 out of Rs. 2,95,454 subscribed and Rs. 4½ lakhs required for the construction of the line which is under progress. The Bangalore District Board have consented to raise a loan of Rs. 14 lakhs under a Government guarantee for financing the Bangalore-Hosur line. The survey of the Kolar-Mulbagal Railway was completed but further action in the matter was deferred on account of the poor traffic prospects of the line. The gross earnings of the Bowringpet-Chikballapur Railway during the year amounted to Rs. 1,70,173 and there was a net loss of Rs. 18,268 in the working of the line. The Agent, Mysore Railways, is requested to investigate the cause of the loss and take suitable steps for improving the financial prospects of the railway.

Rural Water-Supply.—The income under Drinking Water Wells Fund amounted to Rs. 53,558 and was on account of the adjustment of the State Grant due to Tumkur, Kolar, Mysore, Hassan and Shimoga Districts for the year 1917-18. No fresh grants from Government were sanctioned during the year. The expenditure amounted to Rs. 96,049 against Rs. 75,213 in the previous year. Two hundred and forty-eight wells were completed but the progress was not satisfactory. The balance at the credit of the Drinking Water Wells Fund at the end of the year amounted to Rs. 4,21,694. The unsatisfactory progress in the execution of works was mainly due to the prevalence of influenza, adverse seasonal conditions and scarcity of labour. There was some delay in the execution of works on account of difficulty in the recovery of contributions from villagers. To ensure rapid progress

of works, the raiyats' contribution has been reduced from one-half to one-third and Deputy Commissioners have also been authorised to waive the contribution altogether in special cases. The attention of the Presidents is invited to the latest review of the progress under the scheme issued with Government Order No. R. 6770-88—L. B. 32-19-17, dated 9th December 1919, and they are requested to see that earnest efforts are made to secure substantial progress in this direction during the current year.

Conservancy and Sanitation.—The revised bye-laws framed by the Bangalore District Board for the control of tanneries and the storage of skins, hides and horns were sanctioned during the year. The scheme for the improvement of the pay and prospects of the Sanitary Inspectors was also sanctioned at the close of the year. The Village Sanitation rules were in force in 10,935 villages. One hundred and one villages were newly brought under the operation of the rules, of which 53 were in the Hunsur Taluk. Two hundred and thirty-one persons were prosecuted for the breach of the rules and 98 were convicted.

Medical Relief and Vaccination.—The number of persons vaccinated was 95,753 against 68,009 in the previous year. The supervision and disciplinary control over vaccinators were transferred to the District Boards and the pay and allowances of vaccinators were charged to the District Funds during the year. Thirteen lakhs thirty-four thousand one hundred and seven patients were treated in the Local Fund Dispensaries and 5,999 labour cases were attended to by midwives, of which 805 were in villages outside the limits of Municipalities.

Vital Statistics.—The total number of births and deaths recorded during the year was 72,951 and 307,820 against 90,785 and 95,512 in the previous year. The high mortality was due to the prevalence of influenza which was wide-spread and virulent and to its synchronisation with an acute food situation during the year. Small-pox raged virulently in almost all the districts and out of 9,621 deaths recorded during the year 43% occurred in the Mysore District. The mortality from cholera and plague showed an appreciable decrease the number of cases recorded being 1,959 and 3,998 against 6,410 and 9,302, respectively, in the previous year.

General.—The administration of the District Boards during the year did not show much improvement over that of the previous year. The provisions of the new Regulation have not fully come into force. The regularisation of the levy of taxes by Panchayets in accordance with the rules issued by Government and the assignment of funds to the Village Panchayets should receive prompt attention. The delegation of powers to the Taluk Boards should receive the careful attention of the District Boards who have not yet submitted proposals in the matter. The prevalence of influenza mainly accounted for the large arrears of revenue and the large lapses of budget grants.

G. O. No. R. 11830-43—L. B. 57-19-26, dated 9th April 1920.

MISCELLANEOUS.

Government Gardens.

LOAN OF PLANTS TO THE PUBLIC.

The Superintendent, Government Gardens, proposes to levy the marginally noted fees for the plants loaned to organizers of meetings, conferences, etc., both Government and private, for decoration purposes. The proposal is approved.

Loan of plants in pots Rs. 5 per 100 small plants.

Loan of plants in pots Rs. 10 per 100 large plants.

Labour charges for decoration Headman Re. 1 per day or for any portion thereof.

Mali as. 8 per day or for any portion thereof.

Cart hire—Trolley Rs. 3 per day, whether one trip or more;

Cart Re. 1 per day, whether one trip or more.

Persons desirous of obtaining a loan of plants from the Government Gardens should apply to the Superintendent in writing in good time after remitting the requisite fees to the Treasury. They should at the same time hold themselves responsible to see that the plants are watered regularly and returned in a sound condition.

G. O. No. G. 24342-4—G. M. 194-19-2, dated 24th April 1920.

Indian Titles.

The Government of India have decided that composite Indian titles should be treated as indivisible units and placed before the name of the holder and not used as a suffix. The Government of His Highness the Maharaja are therefore pleased to prescribe the adoption of this method, when publishing the names of title holders in Civil Lists, Gazettes, Notifications, etc., as also when referring to such names in official correspondence, etc.

O. M. No. G. 24831-90—G. M. 208-19-1, dated 3rd May 1920.

PART II.***Books, Pamphlets, etc., issued by Government
Departments (Mysore).*****THE ECONOMIC CONFERENCE.****Publications of the Board of Agriculture.****ENGLISH.**

1. Report of work done by the Board of Agriculture during the year 1919-20.
2. Bulletin on "Apiculture"—By Mr. K. Kunhi Kannan, M.A.

KANNADA.

3. Bulletin No. 1—"Lucerne Aphis."
4. Do 2—Co-operative plan for the sale of milk.
5. Do 3—Sheep Farming in New York.
6. Do 4—Jola cultivation in Konkan (Bombay Presidency).
7. Do 5—Planting of fruit trees in grass.

Publications of the Board of Industries and Commerce.

1. Report of work done by the Board of Industries and Commerce during the year 1919-20.
2. Captain J. W. Petavel's lecture on "The coming great change in education."

Publications of the Board of Education.

1. Schools of Public life.
2. Bulletin No. 5—Selections.

Publications of the Economic Development Board.

1. A Note on school gardening—By Mr. M. Subbiah, B.A.
 2. A Note on the Mysore Economic Journal and Arthasadhaka Patrike—By Mr. C. Hayavadana Rao, B.A., B.L.
 3. A Note on "Improvement of Live-stock in Mysore"—By Mr. W. Davison.
 4. Budget Estimates for 1920-21 of the several Boards.
 5. Brief reports of work done by District Boards during 1919-20.
-

Department of Public Instruction.**PUBLICATIONS ISSUED.**

1. A Book on object lessons—By Mr. R. Narasimhachar, M.A.
 2. Supplementary Kannada Reader.
 3. Paka Sastra.
-

Schools of Public Life.

This publication was issued during the current quarter by the Board of Education. It contains a brief account of the Assemblies and Committees formed within the State in recent years to enable non-official gentlemen to participate in matters appertaining to the administration and the moral and material progress of the State. Such a record is useful in many ways; for example, if the functions of the different organizations are clearly known, people will be in a better position to know where to apply for securing a certain reform or removing a particular grievance. Persons inclined to devote their time and energy to public work will also be able to know with reference to the book the most suitable fields in which they may best employ themselves.

Ragi Cultivation in Mysore.

This is the subject of a very interesting bulletin (No. 11 of the General series) issued by the Mysore Agricultural Department. The bulletin deals, among other matters, with the details of the methods of cultivation of ragi in the different parts of the State, information as regards ragi soils and the manner of testing the several varieties of ragi. The bulletin is profusely illustrated and priced one rupee per copy.

Geological Records.

The Mysore Geological Department have issued two departmental records--the one containing Mr. P. Sampat Iyengar's presidential address to the Geological Section of the Indian Science Congress, 1920 held at Nagpur and the other notes on the following subjects :—

1. Limestones and rocks of the Voblapur area.
2. Geology of the Western Ghats.
3. Prospecting for limestone and clay during 1916-17.
4. Experiments for the production of Soda near Mandya.
5. Prospecting for Bauxite in Kadur and Chitaldrug Districts.

Both the publications are available for sale, the former being priced one rupee per copy and the latter two rupees.

PART III—EXTRACTS.

EDUCATION.

Indian Education.

SOME EXTRACTS FROM THE REPORT OF THE GOVERNMENT
OF INDIA FOR 1918-19.

Colleges.

The number of arts (including oriental) colleges increased by 8 to 146 and that of their students by 289 to 50,730. The number of professional colleges remained unchanged at 63, and their students increased by 605 to 13,100.

College work.

The most noticeable remarks upon college work occur in the Bombay report. "The institution of an honours course" writes Mr. Covernton, "is stated to have carried with it an excessive and unnecessary depreciation of the pass degree, which with its restricted course of study seems to provide only a very narrow culture. The reports of the University examiners on the work presented to them contain much illuminating criticism which might give pause to many students if it were ever read by them and should at any rate afford their teachers not a little material for sober reflection if they are inclined to err on the side of optimism in reviewing the merits of their pupils or the future of University education. Bad English, bad spelling, bad handwriting irrelevance, verbosity, inaccuracy, untidiness, absence of originality, inability to think or express themselves clearly are charged against candidates of all grades. And the charges are not general but are supported by chapter and verse which occasionally furnish diverting reading. Perhaps the subjects which are worst done and in which defects are most dangerous are History, Economics, Science (in the narrower sense) and Medicine. The examiners in Medical Jurisprudence emphasize the lamentable want of observation shown by candidates and their inveterate habit of shirking autopsies, and draw unkind comparisons in matters of writing, composition and relevance with alumni of other Indian Universities whom they have recently examined." This is a strong indictment; nor is it minimised by the parting remarks of Mr. Bain,

a principal of long experience, who, on the verge of retirement laments the deterioration visible in the intellectual capacity of the average student and suggests that it reacts upon the educator. Colleges are said to be overcrowded with youths unfitted for an academic career and teachers have a greater dead weight to lift than they can cope with. The report of the Calcutta University Commission tells a not dissimilar tale from the other side of India.

Secondary Education.

Last year there was an increase in secondary pupils of 12,251, while in the year under review the increase was 13,547, the total number was 1,212,133. The number of secondary schools rose by 295 to 8,149. Expenditure increased by Rs. 28,03,825 to Rs. 3,66,71,903.

Middle schools (English and Vernacular) have increased by 145 to 6,163, while the pupils in them have decreased by 9,750 to 597,883. In Middle English boys' schools the pupils decreased by over 18,000. High schools have increased by the large figure of 150 to 1,986 and their pupils by 23,297 to 614,250.

Primary Education.

It was observed in the last narrative from 1912 to 1917 the average annual increase among pupils in the Primary schools was 166,117 without taking into consideration the fall occasioned by the exclusion of certain Indian States. During 1918-19 there was an increase of 2,396 schools and of 8,741 pupils.

It was characteristic of the figures of last year that the increase of pupils was disproportionately small compared to that of schools. In the present year this characteristic is still more fully emphasised in the case of boys by an actual decrease of pupils (amounting to 33,960) in contrast with the increase of schools, although when boys and girls are considered together there has been a slight increase. Last year the average number of pupils in a boys' Primary school was 41; in the present year it is 39. Bombay is an exception, the increase of pupils having been fully commensurate with that of schools. In Madras the decrease was confined to schools under private management and mainly to unaided schools. In the Punjab there was a considerable increase of pupils attending board schools which, however, was largely discounted by a decrease in aided and unaided schools. From the United Provinces we hear the complaint that the tendency to withdraw the children from the schools at a very early age is not likely to be overcome merely by an extension of facilities. In Burma there was an actual decrease in the number of schools. Some divisional boards deliberately closed inefficient institutions. The decline in schools of Bihar and Orissa, occurred among unaided institutions. Publicly managed and aided schools showed an actual increase and there was enhanced expenditure from public funds.

The expenditure on Primary schools rose by Rs. 42,84,780 to Rs. 3,53,27,294.

Acts permitting the introduction of compulsory primary education in local areas have now been passed in Bombay, Bengal, the United Provinces, the Punjab and Bihar and Orissa. The main characteristics of these Bills are as follows. The adoption of compulsion is left to the local bodies. In all the provinces mentioned the principle of compulsion is extended to municipalities, in Bengal and Bihar and Orissa to unions, and in the Punjab to district boards, cantonments, small towns and notified areas. In Bombay and the United Provinces the Acts apply to boys and girls, while in Bengal, Bihar and Orissa and the Punjab they apply only to boys. The compulsory age limits are between the ages of 6 and 11 in Bombay, the United Provinces and the Punjab, while in Bengal and Bihar and Orissa the age limits are 6 and 10. In Bombay, the United Provinces and the Punjab compulsory education is to be free. In the other provinces remission of fees is provided for under certain conditions. In all cases parents and employers preventing children complying with the Act are liable to be fined. In all the provinces provision is made for additional taxation. In all cases provision is made for the exemption from the operation of the Acts of particular classes or communities.

In Bengal compulsion is to be preceded by a general provision of educational facilities for all boys and girls between the ages of 6 and 11; but the compulsion which may follow such general provision is applicable to boys only between the ages of 6 and 10.

The applications for the introduction of free and compulsory education made by the municipalities of Bandra and Surat are still under the consideration of the Government of Bombay. A scheme has been sanctioned for the rapid development of education in the city of Bombay, the municipality receiving grants under the same conditions which have been laid down for other municipalities. Further than this, reports do not indicate that steps have been taken to apply the provisions of these Acts. A similar bill permitting compulsory measures has been introduced in the Council of the Central Provinces.

Among definite schemes for the spread of primary education that in the United Provinces continues to operate and its effect is indicated by the solid rise in the number of schools with some increase of pupils. In Bombay the programme is under consideration which will provide a school in every village likely to satisfy the requirements of a minimum attendance. The similar scheme in the Punjab for establishing Board schools at every centre where an average attendance of not less than 50 children might be expected conditional upon a two-mile limit between the schools was emphasised by the issue of a new circular on the subject intended to push on the expansion. The epidemic seriously interfered with the scheme, but 338 new Board schools were opened. The Director in Bengal complains that, though the imperial recurring grants, amounting to 22½ lakhs, have made it possible to start new schemes, yet the number of primary schools is still hopelessly inadequate, that there are areas and communities still practically untouched, that the provisions for training teachers is insufficient, that their remuneration is inadequate and that the

housing and equipment are poor. He considers large additional resources as an essential condition of any real advance.

Girls' Education.

The number of public institutions for girls increased by 1,106 and their pupils by 48,215. In private institutions the number of pupils increased by 1,024. If girls in boys' schools are added, the total increase is 59,239. These increases in a year marked by difficulties and when the number of boys even in public institutions slightly decreased are a matter for congratulation.

The subjects of study in girls' schools are a matter of frequent discussion and controversy. A new curriculum for Anglo-vernacular schools was issued during the year in the United Provinces but since it does not qualify for entrance to the University it has not been adopted in High schools. It includes domestic science, the teaching of which is likely to give some difficulty though it is generally approved by parents. In the same province the new vernacular curriculum has been in force for 2 years. It is reported that considerable interest is taken by the pupils in hygiene and physiology wherever the teaching of these subjects is reasonably good. There is very little to record in this matter from other provinces save that the new Inspectresses of Domestic Science in the Punjab held daily classes in Domestic Science which were attended by over a 100 girls from various city schools for lessons in cookery and laundry work, while Indian ladies also attended in large numbers.

The number of women, under training as teachers increased by 129. It is observed that there is still no college in Bengal for the training of women teachers for secondary schools, though the need of this is urgently felt, and that in the United Provinces a new school was opened at Bareilly.

A conference which met in the Punjab made a proposal that the main element in girls' schools where such schools had to be started should be a plot of ground surrounded by a high wall, the buildings inside being mere sheds built up against the enclosure and the centre grassed and planted with trees. The Director remarks that it appears to offer a practical solution of the very real difficulty involved in the great expenditure in building schools of this kind.

Depressed Classes.

It is gratifying to notice an increase in the number of Panchama pupils in Madras. The Government of that Presidency has ordered that, where schools under the public management are situated in areas from which Panchama children are excluded, the schools should be transferred to some other locality and that in future no school buildings should be constructed out of public funds save in localities accessible to all classes. In some other areas, too, there has been an increase of low caste children but some reports speak of a decline among aborigines who no doubt suffered severely from the epidemic.

Public Instruction in Burma.

GOVERNMENT RESOLUTION FOR 1918-19.

Primary Education.

The problems affecting primary education are of fundamental importance. It is the foundation of all education, and the large majority of the people never proceed beyond it. It is, therefore, incumbent on the State to secure that facilities for primary education of the best possible kind are within their reach. There is some reason to think that in recent years more stress has been laid on multiplying the facilities than on seeing that they were satisfactory, and the reduction in the number of primary schools and of the scholars attending them is partly to be attributed to the justifiable insistence on a reasonable standard of efficiency in these schools. Circumstances connected with the war, high prices, influenza and other influences have also affected the numbers, but these causes are ephemeral, and His Honour is confident that the earnest efforts now being made to raise the efficiency of the Primary schools will enhance their popularity and lead to a rapid recovery in the number of both schools and scholars.. The establishment of Divisional School Boards and District and Township Committees has undoubtedly had a considerable effect in arousing popular interest in education, and in stimulating co-operation between non-officials and officials in the furtherance of local educational welfare. This is a happy augury for the further stage when the setting up of a regular system of local self-government, with District School Boards exercising in co-operation with District Officers and the Department of Education most of the powers now held by the Divisional Boards will, it is hoped, give a powerful impetus to the expansion of primary education on sound lines. An important condition precedent of success is the better provision of funds, and this depends mainly on the localization of capitation tax and *thathameda*, which the Lieutenant-Governor hopes to effect coincidently with the establishment of local self-government.

The Grant-in-aid system.

As regards grants-in-aid for vernacular schools the foundation was laid during the year for a revision calculated to simplify and improve the methods of allocation, and do away with the deplorable delays in payment which have been common under the existing system. The lead given by the Tenasserim Divisional School Board in this reform is being tentatively followed elsewhere, and there is reason to hope that the system will have been set on a satisfactory basis by the time the district councils come into being. It should be clearly understood that there is no intention of reducing in any way the total assistance given to aided institutions, the value of which in the progress of education is fully realized; the sole object is to secure the most equitable, beneficial and expeditious distribution of the funds available.

Secondary Education.

An undesirable feature of the educational system has been the lack of co-ordination and cohesion between secondary and higher education resulting partly from the control of the University courses by a University in another province, to which the Colleges in Burma were affiliated. This has hampered secondary education, but valuable assistance in remedying this defect should be afforded by the Advisory Boards which have been constituted to assist the Director of Public Instruction in conducting the Anglo-Vernacular High School Final and the European High School examinations. When the Rangoon University comes into being these Boards will include representatives of the Education Department, the University, and the chief private educational institutions in the Province. These Boards, which advise on all important matters relating to secondary school curricula, should form a useful link between secondary and higher education, and strengthen the Education Department by the association with it of the experience of the best non-official educationists.

The policy which the Government has adopted is to have secondary schools as far as possible self-contained and complete in the category in which they fall, *i.e.*, schools should either be Middle Schools educating up to the 7th Standard or High Schools educating up to the 10th Standard. There was seldom any advantage, and there were positive inconveniences, in a system under which a Middle School was permitted, often experimentally and without the justification of efficiency, to add on an 8th or a 9th Standard, and the revised policy encourages better definition and concentration of educational enterprise, which is bound to make for efficiency. The object aimed at, as requirements grow and funds are available, is that no district should be without one model High School in which the complete High School course will be taught.

Training and pay of teachers.

No educational system, however admirably conceived and carefully supervised, can succeed unless the teachers are properly qualified, satisfied with their lot, enthusiastic in their work, and alive to their responsibilities to the community. The past shows much to reproach in the matter of the remuneration of teachers, and one of the first duties of the Government must be to improve, as financial conditions permit, the qualifications, status and remuneration of teachers. Much-needed reforms in the training of teachers will be made possible by the establishment of the University, which will provide adequate training courses. As regards the emoluments of teachers sanction was accorded shortly after the close of the year of report to proposals for improving and standardizing the remuneration of teachers in Government schools, involving additional expenditure of over Rs. 43,000 per year. The introduction of a system under which the full salaries of teachers are paid from public funds ought to effect some amelioration in the case of teachers in vernacular schools. Proposals for the establishment of a provident fund for

teachers in recognized schools are at present under the consideration of Government. Progress in enhancing the emoluments of teachers is necessarily conditioned partly by the fact that a large proportion of the existing body of teachers is so poorly qualified that the present remuneration is not far short of adequacy, but still more by the difficulty of financing the expanding educational needs of the province. That educational needs have not been neglected, though it has been impossible to satisfy them in full, is evident from a study of the figures of expenditure for the past quinquennia, which show both that the average annual expenditure has substantially increased and that the proportion which it bears to the total provincial expenditure has very markedly risen.

The Rangoon University.

The final proposals of the Local Government for the establishment of the University at Rangoon, submitted after the close of the year, have now been sanctioned by the Secretary of State and the ambition of more than a quarter of a century has thus been attained. The scheme will be before the public in the near future, and it will suffice to mention here, as matters affecting education generally, the acceptance of the Anglo-Vernacular and European High School examinations under certain conditions as qualifying Entrance examinations, the requirement that all students other than those who pass these Entrance examinations in certain specified subjects, and show special proficiency in English and one other subject, must undergo a preliminary course of one year's training in a Constituent College in order that they may be fitted to derive the greatest possible advantages from the regular University courses, and the provision of a course for the Diploma of Education open to graduates only.

Owing to heavy pressure of work the interval which has elapsed between the receipt of the report and the issue of this Resolution has been a long one, but the delay is not altogether to be regretted since it has enabled the Local Government to take into account decisions of policy which had not been settled some months back. The future that is opening up for the people of Burma is exceedingly promising. New avenues of employment, both public and private, are coming into view, and much larger responsibilities are about to be assumed by her citizens. In the sphere of local self-government extensive powers are to be delegated to them, while in the higher affairs of provincial administration they are shortly to be given a voice and opportunities which they have never enjoyed before. The hopes of success are, however, bound up with a sound system of education, which, while giving sufficient opportunities to all, will afford scope for brains and industry to emerge and win their way to better things. In primary education, though progress has been comparatively rapid, judged by the standards of Indian provinces, there is much room for further development, while secondary and higher education is still notably backward. Improvement and progress are not attained by a stroke of the pen, and a sure and steady

advance can be achieved only by the co-operation of the people with the State. For private generosity alongside of public expenditure there is unlimited scope, and His Honour would be glad to see the charitable instincts of the people sometimes manifest themselves in the foundation of scholarships, the endowment of hostels or other useful educational objects, as happens not uncommonly in India. The establishment of the Rangoon University will afford a new stimulus to the improvement of education all down the line, and the Lieutenant-Governor hopes that the people of Burma, with a just appreciation of educational principles and ideals, will second the efforts of the Government to turn the course of education into the channels which will lead to the true benefit of the province.

Vernacular Education.

GOVERNMENT RESOLUTION.

[United Provinces.]

In resolution No. 768/IX—3649, dated the 8th November 1918, the Local Government announced that it was making large grants to district boards to secure a wide and rapid expansion of primary education. The funds for this scheme were duly allotted, and it is hoped that, if the boards utilize them to full advantage, there will be not only a large addition to the number of children attending vernacular schools but also a considerable increase in the number of pupils taking the full primary course. As a consequence there will be a greater demand for vernacular secondary education. Moreover, the vernacular secondary school is the recruiting ground for primary school teachers and therefore progressive expansion of primary education is dependent on an increase in the number of vernacular middle schools. Further, the existing vernacular middle schools are in need of improvement. A large number require additional class-rooms, many are housed in unsatisfactory hired buildings and the hostel accommodation is inadequate.

The boards were accordingly asked to submit a statement of the number of new vernacular middle schools necessary, of extensions required to existing buildings and of new buildings needed. Their proposals were revised by the Local Government with due regard to the programmes for primary education and the consequent demand for additional vernacular secondary schools.

His Honour has now sanctioned the scheme as revised. This scheme provides for the erection of 127 new school buildings and of 183 new hostel buildings: for the extension of 57 existing school buildings and of 116 existing hostel buildings.

The scheme provides also for an increase in the number of the staff in middle schools from 1,930 to 2,400. In order to attract and retain competent teachers, it is necessary to revise the scales of pay. Prices have risen considerably within recent years and in His Honour's

opinion substantial relief is necessary for both primary and secondary vernacular teachers. The question of improving the pay of primary teachers is under the consideration of the Local Government. As regards middle schools the following scales will be prescribed.—

(a) *For head masters :—*

20 per cent on Rs. 55 per mensem.

30 " " 40 "

50 " " 35 "

(b) *For assistant masters :—*

20 per cent on Rs. 25 per mensem.

30 " " 22 "

50 " " 20 "

The scheme provides for these scales being put into operation with effect from June, 1920.

The scheme makes provision for other items of recurring expenditure as follows :—

- (i) Provident Fund contribution by the boards at the rate of $3\frac{1}{8}$ per cent of teachers' salaries.
- (ii) Menial servants at a uniform cost of Rs. 270 per school.
- (iii) Hostel Superintendent's allowance of Rs. 5 per mensem.
- (iv) Contingencies at a standard rate of Rs. 150 per school.

The total cost of the building programme is approximately Rs. 27,90,000. When the programme was prepared the funds lying in the boards' balances, ear-marked for middle school buildings, amounted to Rs. 3,00,000 approximately. The Local Government has decided to find the whole of the balance amounting to Rs. 25,00,000. The boards have already in hand a building programme in connection with the primary education scheme. It is doubtful, therefore, whether in many cases, with the agency and materials available, they can economically carry out in one year the full programme for middle schools. The programme will probably have to be spread over two or three years in some districts. But the amount of assistance to be given during the current financial year will, in every case, be at least the amount required to bring the boards' education fund for middle school buildings up to Rs. 25,000. To enable boards to utilise funds promptly and to full advantage they are free to design the buildings, subject to the approval of the inspector of schools, and to carry them out through their own agency, subject to the advice of the district engineer. But boards should not delay the opening of new schools and hostels until new buildings are ready. Wherever possible a start should be made in hired or borrowed buildings.

The total recurring cost of the scheme amounts to approximately Rs. 9,94,400. The present expenditure of the boards on vernacular secondary education amounts to Rs. 5,89,500. The Local Government has decided to give to boards the whole of the difference, amounting to Rs. 4,04,900. During the current financial year this assistance will be given for nine months only and will amount to Rs. 3,03,700.

The present scheme is the complement of the primary education scheme. Together they cover the ground of vernacular education. But although the funds distributed by the Local Government amount to large sums they do not provide for future needs. Only the foundations of a complete system of vernacular education have been laid. Much yet remains to be done before primary education is universal and a way to higher education open to all boys of talent. The funds for further expansion must come from the boards themselves. But money can provide only the machinery for education. The motive power must come from the members of the boards. They must show by their example that education is social service demanding disinterested and earnest work from all who are its agents.

The University of Rangoon Bill, 1920.

STATEMENT OF OBJECTS AND REASONS.

The object of this Bill is the establishment and incorporation of a centralised teaching and residential University at Rangoon. The need for a University at Rangoon was felt as long ago as 1892, and draft Bills were prepared in 1912 and 1916. In August 1918 a representative Committee styled the Burma University Committee was appointed to consider the question, and the provisions of the previous draft Bills have been modified in accordance with the recommendations of that Committee. The provisions have been further considered in the light of the recommendations of the Calcutta University Commission and of the provisions of the Dacca University Bill.

2. The teaching of the University will be mainly conducted in Constituent Colleges and will be under the control of the University. The only Constituent Colleges providing courses of study in Arts, Science and Law will be the Government College, Rangoon, hereafter to be styled University College and Judson College. The Bill allows institutions which provide courses of study in other subjects to be admitted as Constituent Colleges if they are situated at, or in the neighbourhood of Rangoon, and, in the case of institutions which provide courses of study in Mining, Agriculture or Forestry, if situated in Burma. The admission of this possible departure from the ideal of a centralised University is due to the difficulty of conducting studies in these subjects in Rangoon.

Every teacher in the University will be attached to a Constituent College. The residence and social life of the students of the University are provided for by the institution of Halls. Each Hall will be attached to a Constituent College and will be under the control of a Warden, who will be a member of the staff of the Constituent College, and will be the general tutor of the students residing in the Hall.

3. The University will be constituted as follows:—The Governor-General will be the Visitor. The Lieutenant-Governor of Burma will be the Chancellor. The Vice-Chancellor will be appointed

by the Chancellor ; it is not contemplated that he should be a whole-time officer. The governing bodies of the University will be the Council, the Executive Committee of the Council, the Senate and the Standing Committee of the Senate. The Council will be a body widely representative in character, it will be the supreme governing body of the University in all matters which are not exclusively academic ; and it will legislate by statute. The Executive Committee of the Council will, as its name implies, dispose of the business of the Council.

The Senate will be the academic body of the University. It will be so constituted as adequately to represent studies both in the University and in the Colleges. Three members of the Council elected by the Council will have seats on the Senate. The Senate will legislate by Regulation, but resolutions affecting the income or expenditure of the University or of a Constituent College must be confirmed by the Council. There will be a Standing Committee which will be the Executive of the Senate. The composition of the Standing Committee is determined by statute and its powers and duties are defined by Regulation. The Senate will be assisted by Boards of Studies appointed by it. The Boards of Studies will advise the Senate in all matters relating to studies which may be referred to them, and will exercise such powers as may be delegated to them by the Senate. The Boards will meet separately or jointly as the case may require. Boards of Examiners will be constituted by the Senate in the subjects and languages prescribed for examination by the University. The Senate will also appoint Moderating Boards to consider and moderate the consolidated results of the Intermediate and pass degree examinations.

The representation of all studies in the Senate, and the powers and functions relating to studies assigned to the Senate and the Boards of Studies respectively render provision for Faculties unnecessary.

4. Admission to the University will be open to students who, after passing either the Anglo-Vernacular High School Final or the European High School Examination, have successfully completed a preliminary course of a year's duration in a Constituent College ; provided that a student who has shown special proficiency in the high school examination may be admitted to the University without taking the preliminary course. The preliminary course, though taken in a Constituent College, will not be a University course, but merely preparatory to a University course, and no student will be matriculated until he is eligible for admission to the University intermediate course. The conduct of the preliminary course by Constituent Colleges instead of by institutions external to the University is adopted as a temporary expedient, and will continue only so long as conditions in the High Schools do not permit the standard of the High School examination conducted by the Education Department to be so raised as to render a pass by that examination a sufficient guarantee of the successful candidates' qualifications to enter with profit on University studies, or until some at least of the schools are sufficiently staffed and equipped to undertake the preliminary course themselves.

Matriculated students will enter on an intermediate course of studies directly preparatory to the Degree course and conducted on University and not on School lines. The system of Higher Secondary Schools, called 'Intermediate Colleges,' recommended by the Calcutta University Commission has not been adopted, partly because there are no educational institutions in Burma which can be converted into such higher secondary schools, and partly because it would, it is believed, be prejudicial to both Secondary and Higher education in the province if existing schools are encouraged prematurely to become Intermediate Colleges. A steady improvement in the schools is aimed at, which, it is hoped, will enable some of them, in the first place, to conduct the preliminary collegiate course, and, after that course is discontinued, to institute classes giving instruction similar in range and standard to the instruction, or to some of the instruction, which will at first be given in the University intermediate course. When this stage is reached it will be possible to substitute a three years Bachelor's degree course for the two years Intermediate, and two years Bachelor's degree courses.

5. The First Statutes of the University deal with the registration of graduates; elections to and by the several University Bodies; the constitution of the Standing Committee of the Senate; the powers of the Senate; the meetings of the Council and the Senate; the control exercised by the University over Constituent Colleges; the manner of appointment, terms of office, and duties of the Registrar and other University servants; the rules relating to Halls; University finances, and the holding of Convocation.

6. The First Regulations of the University with the powers and duties of the Standing Committee of the Senate; the composition and duties of Boards of Studies; the institution and duties of Boards of Examiners; the conditions of admission to the University; the degrees and diplomas granted by the University and the conditions under which they are granted; University professors, their duties, and the conditions under which they serve; University terms and vacations; fees payable to the University; and courses of study and examinations.

7. The bulk of the First Regulations, including all the Regulations relating to courses of study, examinations and teaching agencies, are based on and are in full accordance with the recommendations of the Burma University Committee. This Committee was composed of representatives of a number of Educational and other interests and agencies, including representatives of nearly all subjects of study for which the Regulations make provision. The Committee was further strengthened by the inclusion in it of five specialists invited by the Government of Burma from Indian Universities to advise the Committee generally and to give special assistance in the branches of study which they severally represented. The general scheme of studies was drawn up by the full Committee, the details of the courses in the separate branches of study being worked out by sub-committees whose reports have supplied the material from which the Regulations have been framed. The work of the Burma University Committee has

made a complete University scheme possible, and will enable the University to come into being immediately after the Bill is passed.

8. The University courses provided for in the First Regulations are as follows;—(i) an Intermediate course of two years' duration qualifying, under conditions, for admission to the courses leading to the degrees of B.A., B.Sc., B.A. (Honours), B.Sc. (Honours), and the first M.B. course; (ii) and (iii) courses each of two years' duration leading respectively to the examinations for the degrees of Bachelor of Arts and Bachelor of Science; (iv) and (v) courses each of not less than two years' and not more than three years' duration leading respectively to examinations for the degrees of Bachelor of Arts (Honours) and Bachelor of Science (Honours); (vi) a course leading to the examination for the degree of Master of Arts and forming a continuous course with that leading to the degree of Bachelor of Arts (Honours), of one or two years' duration, provided that the combined courses do not exceed in duration four years; (vii) a course leading to the degree of Master of Science and forming a continuous course with that leading to the degree of Bachelor of Science (Honours), under the same conditions as regards duration as the corresponding Arts Course; (viii) a course of a year's duration the qualification for admission to which is a degree in Arts or Science and which leads to a diploma in Teaching; (ix) a course of one year's duration the qualification for admission to which is a degree in Arts or Science, and which leads to the first examination in Law; (x) a course of one year's duration, following the first examination in Law and leading to the examination for the degree of Bachelor of Law; (xi) a course of one year's duration for admission to which students who have passed the intermediate examination are eligible, and which leads to the first examination for the degree of Bachelor of Medicine; (xii) a course of two years' duration following the first examination in Medicine and leading to the second examination for the degree of Bachelor of Medicine, (xiii) a course of three years' duration following the second M.B. examination but open also, under conditions, to graduates in Science who have not taken the first and second M.B. examinations, and leading to the final examination for the degree of Bachelor of Medicine; (xiv) a course leading to a diploma in Economics and Commerce which is open to any approved student, graduate, matriculated or non-matriculated, who passes an admission examination, or is specially admitted to the course by the Professor of Economics.

The minimum duration of the several combined courses leading to University degrees and diplomas will be as follows:—

(i) B.A. and B.Sc.: four years from Matriculation; (ii) B.A. (Honours) and B.Sc. (Honours): four years from Matriculation; (iii) M.A. and M.Sc.: five years from Matriculation; (iv) Diploma in Teaching; five years from Matriculation; (v) B.L. degree: six years from Matriculation; (vi) M.B.: seven years from Matriculation in the case of eligible B.Sc. students, and eight years in the case of students who proceed to the course in Medicine immediately after passing the intermediate examination; (vii) Diploma in Economics and Commerce: three years.

The maximum duration of the combined course leading to the degrees of M.A. and M.Sc. respectively is six years from Matriculation, provided that a candidate who has failed in the M.A. or M.Sc. examinations may appear a second time, but such candidate will not be classed.

A student may be matriculated at the age of 16. It will therefore be possible for a student to take the degree of B.A. or B.Sc. (Pass or Honours) at the age of 20; the degree of M.A. or M.Sc. or the Diploma in Teaching at 21; the degree of B.L. at 22; and the degree of M.B. at 23. Such early graduation need not be a rare occurrence; for although the normal duration of the school course prior to the High School examination is ten years, and promotions from one standard to another are made once a year, provision is made in the revised Educational Rules for the more frequent promotion of specially advanced pupils, so that it should not be difficult for pupils of intelligence and industry above the average to become eligible for admission to the preliminary Collegiate course at the age of 15, or for direct admission to the University at the age of 16.

9. The subject of study in the Intermediate course will be (a) English, (b) a Vernacular or a subject alternative to a Vernacular, (c) three subjects selected from a list of 13 subjects provided. In order to qualify for admission to the courses leading to the degree of B.Sc. and B.Sc. (Honours), Intermediate students will be required to select three Science subjects. Students seeking to qualify for admission to any of the courses leading to the degree of B.A. or B.A. (Honours) will select from the list three subjects under conditions which will ensure for the group of subjects selected an adequate measure of coherence without rendering it unduly narrow.

All candidates for Bachelors' degrees in Arts and Science will be required to pass an examination in English Composition or, in the case of candidates who select English Language and Literature as an "optional," an alternative subject; otherwise English will be an optional subject after the intermediate stage. Candidates other than candidates for the ordinary B.A. degree may take the examination in English Composition at the end of the first year of the Degree course. Candidates for the degree of Bachelor of Arts must select, under conditions, three subjects out of a list of seventeen subjects provided. Candidates for the degree of Bachelor of Science will be required to take three Science subjects selected from a list of eight subjects provided. The course for honours degrees in Arts and Sciences will be quite distinct from the ordinary degree courses. A candidate for the degree of Bachelor of Arts (Honours) will take one subject from a list of nine subjects provided; and if he seeks the degree of Master of Arts he must undergo a further course in continuation of the course selected for the B.A. (Honours) degree examination. A candidate for the B.Sc. degree (Honours) will select one main subject and one subsidiary subject cognate with the main subject. The examination for the subsidiary subject may be taken at the end of the first year of the degree course. A student who seeks the M. Sc. degree will take a further and more specialised course in continuation of the course selected for the B.Sc. (Honours) degree examination.

10. The Act provides that University College shall be a body corporate, and the constitution of the College is set forth in Schedule III. There will be a Governing Body of which the Vice-Chancellor of the University will be President, and the Director of Public Instruction and the Principal of the College *ex-officio* members. The remaining members will be nominees of Government, the Council of the University, the Senate of the University, the Principal of the College, the College Council, and private bodies maintaining Halls attached to the College. All members of the Staff of the College, including those who are also members of the Public Services, will be subject to the control of the Governing Body, which will also exercise powers of appointment, suspension and removal, except in the case of members of the staff specified in the schedule. There will be a fund, called the University College Fund, into which all sums received by the College, including tuition and other fees and grants from Government, will be paid. From this Fund all expenditure incurred in the maintenance of the College will be met, except expenditure on the salaries of lecturers who are members of the Indian and Burma Provincial Educational Services, and on the salaries of such other lecturers as may be appointed by authorities other than the Governing Body. The balance of the Fund will be carried forward from year to year. Subject to the approval of the Government, the Governing Body will frame the College budget, and will have power to make transfers from one head of accounts to another. The internal administration of the College will be conducted by the Principal with the assistance of an Advisory College Council, consisting of the head of each course of studies and the Warden of each Hall attached to the College. For purposes of study and discipline the College will be organised on a departmental basis, each department being under the control of a Chief Lecturer who will ordinarily be a Professor of the University. The staff of University College will consist of (1) Members of the Indian and Burma Provincial Educational Services, some of whom may be, under the Regulations, University Professors, Readers; or Lecturers; (2) other University Professors, Readers, and Lecturers attached to the College under the Statutes; (3) Wardens of Halls maintained by private bodies attached to the College; (4) Lecturers and other teachers appointed by the Governing Body and paid from the University College Fund.

11. All teaching and studies in the University and in Constituent Colleges of the University will be under University supervision and control and will be conducted (i) by University Professors, Readers and Lecturers in the capacity of such; (ii) by inter-collegiate arrangements made by University Professors in consultation with the heads of the Constituent Colleges concerned; (iii) by the Constituent Colleges in accordance with recommendations made by Professors of the University. Unity of Control and interdependence of University and College agencies will be secured in the following ways:—(i) by the powers exercised by the Legislative and Executive Bodies of the University over Constituent Colleges under the Act, Statutes and Regulations; (ii) by the powers and duties assigned by the Regulations to

University Professors and Boards of Studies; (iii) by the provision in the Statutes that every Professor, Reader and Lecturer of the University shall be a member of the staff of a Constituent College; (iv) by the representation, under the Act and the Statutes of the Constituent Colleges in the Council, Senate, Executive Committee of the Council, and Standing Committee of the Senate.

12. Provisions of a transitory nature are made (i) in section 15 of the Act which provides for the registration as graduates of the University of persons who have been admitted to degrees of the Calcutta University after having undergone courses of instruction in Government College, Rangoon, or in Judson College, Rangoon; (ii) in Chapter IV, section 8 of the Regulations which (a) provides for the admission to the degree courses of the University of students who, when the Act comes into force, have passed the Intermediate examination of the University of Calcutta; (b) makes provision, in accordance with the prospectus of studies of the Calcutta University, for the further instruction and examination of students who, when the Act comes into force, are studying in Government College or Judson College for any examination of the Calcutta University.

Education Bill No. IV of 1920.

A BILL TO PROVIDE FOR THE EXTENSION OF PRIMARY EDUCATION IN THE CITY OF BOMBAY.

WHEREAS it is expedient to provide for the extension of primary education in the City of Bombay; It is hereby enacted as follows:—

1. (1) This Act may be called the City of Bombay Primary Education Act, 1920 . . .
Short title, extent and construction.

(2) It extends only to the City of Bombay.

(3) It shall be construed as part of and supplementary to the City of Bombay Municipal Act, 1888, hereinafter called “the Principal Act.”

2. In this Act, unless there is anything repugnant in the subject or context—
Definitions.

(1) to “attend” a recognized primary school means to be present for instruction at such school on such days and at such time or times on each day as may be required by the Schools’ Committee with the approval of the prescribed educational authority;

(2) “child” means a child whose age is not less than six and not more than eleven years;

(3) “parent” includes a guardian and any person who has the actual custody of a child;

(4) “prescribed” means prescribed by rules made by the Governor in Council under this Act;

(5) “primary education” means such education as is for the time being recognized as such by the Governor in Council;

(6) “recognized primary school” means a school (or a department of a school) in which instruction in primary education is given and which is for the time being recognized by the prescribed educational authority ;

(7) “Schools’ Committee” means a committee appointed under section 39 of the Principal Act.

3. (1) The Corporation may with the previous sanction of the Governor in Council declare by notification that the primary education of boys or of girls or of children of both sexes shall be compulsory in the City of Bombay or in any ward or part of a ward thereof from a date to be mentioned in the notification ; provided that, where a notification has been issued under this section with reference to children of one sex only, the Corporation may with the like sanction issue a subsequent notification with reference to children of the other sex.

(2) A notification under this section shall be published in the *Bombay Government Gazette* and shall be posted at the municipal office and at such other places, if any, as the Corporation shall deem necessary.

4. A notification shall not be issued under section 3 unless the Corporation satisfy the Governor in Council that they are in a position to make and will make adequate provision in municipal or other recognized schools for free and compulsory primary education.

5. A notification shall not be issued under section 3 unless the Corporation have so determined by resolution passed at a general meeting specially called in this behalf, and unless such resolution has been supported by at least two-thirds of the councillors present at the meeting and by at least one-half of the whole number of councillors.

6. Where a notification has been issued under section 3 for any ward or part of a ward, it shall be the duty of the Schools’ Committee, subject to the provisions of this Act and the Principal Act, to enforce the provisions of this Act respecting the attendance of children at school and the employment of children.

7. Where a notification under section 3 is in force in any ward or part of a ward, the parent of every child to which such notification applies shall, in the absence of a reasonable excuse as hereinafter provided, and if such parent and child ordinarily reside in such ward or part of a ward, cause such child to attend a recognized primary school therein.

8. A parent shall be deemed to have a reasonable excuse for failure to cause a child to attend a recognized primary school in any of the following cases :—

(a) where the child is prevented from attending school by sickness, infirmity or other unavoidable cause ;

(b) where the child is receiving, otherwise than in a recognized

primary school, instruction which in the opinion of the Schools' Committee is efficient, or has already completed his primary education;

(c) where there is no recognized primary school, within one mile, measured according to the nearest road, from the residence of the child.

9. Where the Schools' Committee is satisfied that the parent of any child who is bound under the provisions of section 7 to cause such child to attend a recognized primary school, has failed to do so, the Schools' Committee, after giving the parent an opportunity of being heard and after such enquiry as it considers necessary, may pass an order directing the parent to cause such child to attend a recognized primary school on and from a date which shall be specified in the order.

10. (1) Any parent against whom an order with reference to a child has been passed under section 9 and who fails to comply with the provisions of section 7 with respect to such child on and after the date specified in such order, shall, on conviction before a magistrate, be liable to a fine not exceeding five rupees.

(2) No court shall take cognizance of an offence under this section except on the complaint of the Schools' Committee.

11. (1) Whoever knowingly takes into his employment, either on his own behalf or on behalf of any other person, any child in respect of whom the provisions of section 7 apply, so as to interfere with the efficient instruction of such child, shall, on conviction before a magistrate, be liable to a fine not exceeding twenty-five rupees.

(2) No court shall take cognizance of an offence under this section except on the complaint of the Schools' Committee, and before making any complaint under this section against any person, the Schools' Committee shall, unless such person has previously been convicted under this section in respect of the same child, cause a warning to be given to such person.

12. A complaint to a magistrate under section 10 or section 11 may be made on behalf of the Schools' Committee by such person as may be authorized by the committee in this behalf.

13. For the purposes of this Act the Corporation may, under the provisions of the principal Act, impose any fresh tax or increase any tax which is already levied in the municipal district.

14. Where a notification under section 3 is in force in any ward or part of a ward, no fee shall be charged in any municipal school in respect of the primary education of any child of the sex specified in such notification whose age does not exceed eleven years.

15. The Governor in Council may by notification in the *Bombay Government Gazette* exempt any particular class or community from the operation of this Act.

16. If in the opinion of the Governor in Council, the Corporation have made default in any of the requirements of this Act, after giving the Corporation an opportunity of furnishing an explanation the Governor in Council may by notification in the *Bombay Government Gazette* cancel any notification which has been issued under section 3.

Withdrawal of notification on default.

17. All fines levied by any magistrate in respect of any offence against the provisions of this Act shall be credited to the municipal fund.

Fines to be credited to Corporation.

18. (1) The Governor in Council may by notification in the *Bombay Government Gazette* make rules for the purposes of this Act.

Rules.

(2) In particular and without prejudice to the generality of the foregoing provision, such rules may be made—

(a) prescribing the educational authority by whom the duties imposed by section 2, sub-sections (1) and (6), shall be performed;

(b) prescribing the manner in which application may be made for sanction to issue a notification under section 3;

(c) determining generally what shall be considered to be adequate provision for free and compulsory primary education under section 4;

(d) requiring the Corporation to prepare and publish a register of children liable for compulsory primary education in the municipal district; and

(e) when the local Government determine to share the cost of providing free and compulsory primary education, specifying the extent to which the cost thereof shall be borne by the local Government.

19. In sub-section (1) of section 39 of the principal Act.

Amendment of section 39
(1) of the principal Act.

(a) for the word "twelve" the word "sixteen" shall be substituted; and

(b) the following words shall be added to the sub-section:—

"Of these sixteen members twelve shall be elected by the corporation from among the councillors and the remaining four, of whom two shall be ladies, shall be selected by the corporation."

20. Section 62 B of the principal Act is hereby repealed.

Repeal of section 62 B of
the principal Act.

Statement of Objects and Reasons.

The object of this Bill is to enable the Municipal Corporation of the City of Bombay to introduce free and compulsory primary education for boys or girls or for both in the whole city simultaneously or by wards or parts of wards. It follows the lines of Bombay Act I of

1918 which was enacted with the same object in respect of the district municipalities. Section 62 B of the principal Act is repealed as no longer applicable in view of the intention of Government to make a more liberal grant and section 32 is amended to provide for the strengthening of the Schools' Committee by the inclusion of four educationists from outside the corporation.

The Central Provinces Primary Education Act, III of 1920.

AN ACT TO PROVIDE FOR THE EXTENSION OF PRIMARY EDUCATION.

PART I.

I. (1) This Act may be called the Central Provinces Primary Education Act, 1920; and

(2) It extends to the whole of the Central Provinces.

2. In this Act, unless there is anything repugnant in the subject or context,—

(1) to “attend” a primary school means to be present for instruction at such school for so many hours and on such days and at such time or times on each day as may be prescribed in this behalf by the local authority in accordance with rules made under section 10;

(2) “child” means a child of not less than six and not more than fourteen years of age;

(3) “local authority” means a Cantonment Committee, a Municipal Committee, a Committee of a notified area constituted under section 169 of the Central Provinces Municipal Act, 1903, a District Council, and independent Local Board or such Local Board as may be declared by the Local Government to be a local authority;

(4) “parent” includes a guardian and every person who is liable to maintain, or has the custody of, a child;

(5) “primary education” means such education as is for the time being recognized as such by the Local Government;

(6) “primary school” means a school or department of a school imparting instruction in primary education and for the time being recognised as such by the Local Government;

(7) “school attendance authority” means an authority constituted under section 7.

3. (1) A local authority may, at a meeting convened and constituted for the purpose in the manner prescribed by rules made under section 10, resolve to submit an application to the Local Government for applying the provisions of Part II to all classes or communities or

to particular classes or communities in the whole or any part of the area within the local limits of its jurisdiction.

(2) Any such resolution shall be published locally by the local authority in the manner prescribed by rules made under section 10, and, along with such resolution, the following information shall be published:—

- (a) the places where the schools are to be located;
- (b) a map and schedule of the areas to which the notification is to be applied;
- (c) the educational staff, accommodation and equipment which it is proposed to provide and maintain;
- (d) an estimate of the cost involved and an indication of the method by which the funds are to be provided;
- (e) the particulars of the provisions, if any, proposed to be made for particular classes or communities;
- (f) the particulars relating to attendance at a primary school referred to in section 2, sub-section (1);
- (g) the ages between which attendance of a child at a primary school shall be compulsory; and
- (h) such other particulars, if any, that may be prescribed by rules made under section 10.

(3) Any person likely to be affected by such resolution and objecting thereto may, within sixty days from the date of such publication, send his objection in writing to the local authority; and the local authority shall, at a meeting convened and constituted as provided in sub-section (1), take such objection into consideration.

(4) If no objection is received within the said period of sixty days, or if the objections received, having been considered under sub-section (3), are deemed to be insufficient, the local authority may submit the application to the Local Government with the objections, if any, received by it and with its decisions thereon.

4. The Local Government on receiving the application may sanction the same or refuse to sanction it or return it to the local authority for further consideration.

5. (1) If the application is sanctioned, the local authority may, at a meeting convened and constituted as provided in section 3, sub-section (1), direct, by notification, that the provisions of Part II shall, with effect from such date as may be specified, apply to the whole or any part of the area within the local limits of its jurisdiction in accordance with the said application.

(2) The validity of any notification published under this section shall not be called in question in any suit or proceeding.

6. (1) The application of Part II to any area in accordance with the provisions of sections 3, 4 and 5 shall, in the first instance be with respect to boys residing in such area.

(2) When Part II has been so applied, the local authority of such area may, subject to rules made in this behalf under section 10 and in accordance with the procedure and subject to the conditions specified in sections 3, 4 and 5, issue a subsequent notification directing

that the provisions of Part II shall, with effect from such date as may be specified, be applicable to girls residing in such area.

(3) The validity of any notification published under this section shall not be called in question in any suit or proceeding.

7. For every area to which Part II has been applied the local authority shall appoint for the purposes of this Act a school attendance authority to be constituted in accordance with rules made under section 10.

8. The Local Government may, by notification, exempt any particular class or community from the operation of this Act.

9. The Local Government may, by notification, withdraw any area from the operation of this Act.

10. (1) The Local Government may make rules for the purpose of carrying out the provisions of this Act.

(2) In particular and without prejudice to the generality of the foregoing power, such rules may—

- (a) lay down instructions for the guidance of the local authority in prescribing days, hours and time or times for the attendance of a child at a primary school;
- (b) prescribe the manner in which notifications issued and resolutions passed under this Act shall be brought to the notice of persons concerned;
- (c) provide for the convening, constitution and procedure of the meeting specified in section 3, sub-section (1);
- (d) prescribe the particulars to be published by a local authority under section 3, sub-section (2), clause (h);
- (e) prescribe the conditions as to school accommodation, equipment and staff and as to financial provision which must be fulfilled by a local authority before issuing a notification under section 5 or section 6;
- (f) prescribe the proportions in which the cost of providing primary education under this Act shall be divided between the local authorities and the Local Government;
- (g) prescribe or provide for the constitution of the school attendance authority;
- (h) prescribe the form of the register of children whose attendance at a primary school is compulsory and regulate the maintenance and periodical revision thereof.

(3) All rules made under this section shall be subject to the condition of previous publication.

PART II.

11. (1) At the time of according sanction to an application under section 4 the Local Government shall determine the ages between which attendance of a child at a primary school shall be compulsory, and may, at any time, on the application of the local authority, vary such ages;

Provided that the difference between the ages so determined or varied shall not be less than five and more than seven years.

(2) The local authority shall, by notification, publish the ages determined or varied under sub-section (1).

(3) In submitting any application for the variation of ages under sub-section (1), the local authority shall follow, as far as may be, the procedure prescribed under section 3 for the application of the provisions of Part II.

12. When a notification under section 11 has been published in respect of any area, it shall be the duty of the parent of every child ordinarily residing within such area to cause such child to attend a primary school between the ages specified in such notification, unless there is a reasonable excuse within the meaning of section 13 for the non-attendance of the child.

13. Any of the following shall be deemed to be a reasonable excuse for the non-attendance of a child—

- (a) that there is no primary school reasonably accessible which the child can attend;
- (b) that the only primary school, which is reasonably accessible, is one in which any religious observance or instruction, of a nature not approved by the parent, is compulsory;
- (c) that the child is receiving efficient instruction in primary education in some other manner;
- (d) that the child is certified by such authority as the Local Government may prescribe in this behalf to have completed his primary education;
- (e) that the child has been granted temporary leave of absence from the school in accordance with by-laws made under section 20; or
- (f) that the child is unfit to attend the school by reason of some permanent bodily defect or infirmity.

14. Where a school attendance authority is satisfied that the parent of a child who is bound, under the provisions of section 12, to cause such child to attend a primary school, has failed to do so, the school attendance authority may, after giving the parent an opportunity of being heard and after such enquiry as it considers necessary, pass an order in writing and deliver a copy thereof to the parent directing him to cause such child to attend a primary school on and from a date to be specified in such order.

15. (1) Any parent against whom an order in respect of a child has been passed under section 14, and who fails to comply with the provisions of section 12 in respect of such child on or after the date specified in such order, shall, on conviction before a Magistrate, be liable, for the first offence to a fine which may extend to two rupees, and, for a second or subsequent offence, to a fine which may extend to ten rupees.

(2) No court shall take cognizance of an offence under this section except on the complaint of the school attendance authority or some person authorised generally or specially by the school attendance authority in this behalf.

16. (1) Whoever knowingly takes into employment, either on

his own behalf or on behalf of any other person and whether for remuneration or not, any child in respect of whom the provisions of section 11 apply, so as to interfere with the efficient instruction in primary education of such child, shall, on conviction before a Magistrate, be liable to a fine which may extend to twenty-five rupees.

(2) No court shall take cognizance of an offence under this section except on the complaint of the school attendance authority or some person authorised generally or specially by the school attendance authority in this behalf;

Provided that before making any such complaint against any person, the school attendance authority shall, unless such person has previously been convicted under this section in respect of the same child, cause a warning to be given to such person.

17. In every area in which a notification under section 5 or section 6 is in force, no fee shall be charged in any primary school in respect of the primary education of a child of the sex specified in such notification between the ages specified in the notification published in this behalf under section 11, sub-section (2):

Provided that the local authority of such area shall, in accordance with by-laws made under section 20, pay to the authorities of any primary school not maintained wholly out of provincial or local funds compensation for any loss of income caused by such remission.

18. The local authority of every area, in which a notification under section 5 or section 6 is in force, shall—

- (a) provide and maintain such school accommodation and equipment and shall employ such educational staff as the Local Government may, from time to time, prescribe;
- (b) prepare and maintain in the prescribed form a register of children liable for compulsory primary education in its local area, and revise the same periodically, and keep it open to inspection by the public.

19. All fines levied by any Magistrate in respect of any offence against the provisions of this Act shall be credited to the fund of the local authority.

20. (1) With the previous sanction of the Local Government or of such authority as the Local Government may appoint in this behalf, a local authority may make by-laws—

- (a) prescribing the powers and procedure of the school attendance authority;
- (b) defining the conditions subject to which leave of absence may be granted under section 13, clause (e), and the authority competent to grant such leave;
- (c) prescribing the method by which compensation shall be paid under the proviso to section 17;
- (d) prescribing the method of collecting information for the preparation of the register of children under section 18, clause (b).

(2) All by-laws made under this section shall be subject to the condition of previous publication.

21. No suit shall be maintainable against any local authority or school attendance authority or any officer or servant thereof in respect of anything lawfully and in good faith and with due care and attention done under this Act or any rule or by-law made under it.

22. Persons forming a school attendance authority under section 7 and persons authorised by such authority for initiating prosecutions under section 15 or section 16 shall be deemed to be public servants within the meaning of section 21 of the Indian Penal Code.

JAILS.

Prison Administration.

GOVERNMENT REVIEW ON THE REPORT FOR 1919.

Major Cameron refers to the desirability of special arrangements for the separate custody of two classes of habitual criminals; he proposes to utilise an existing or additional central jail as a recidivist centre for incorrigibles and also contemplates the provision of an institution managed under conditions of easy discipline for the reception of the mentally defective and irresponsible class of habituais. The questions of policy in issue have, it is understood, been under the consideration of the Jails Committee, whose recommendations on these and other jail problems the Government await with interest.

Other measures for the improvement of jail accommodation in this Presidency relate to—

(1) reformatory schools for boys and girls (which have been brought into special prominence by the enactment of the Madras Children Act, 1920).

(2) The Tanjore Borstal Institution (where local facilities readily admit of extensions),

(3) the penitentiary (in regard to which a new location on a more open and suitable site is contemplated), and

(4) a special jail sanatorium at Madanapalle for the segregation and treatment of tuberculous convicts (plans and estimates for which have reached an advanced stage).

Minor sanitary proposals in progress or awaiting sanction make provision for the improvement of the water-supply in the Vizagapatam and Berhampur jails.

In paragraph 7 of the report figures are given which indicate a serious increase in the period of detention of prisoners pending trial before sessions courts and magistrates. This is a point to which the Government have on more than one occasion found it necessary to invite the particular attention of district magistrates, and those offices will once again be enjoined to exercise effective supervision over the work of the subordinate magistracy so as to prevent the unnecessary protraction of judicial proceedings.

The same paragraph reports the number of escapes of undertrial prisoners as 60, while from paragraph 18 it appears that 24 convicts also escaped. These figures represent a substantial advance on those for the preceding year, *viz.*, 27 and 15. Of the total number of escapes, 73 occurred in sub-jails. The number of prisoners was much larger than in the preceding year, and this may have contributed to more numerous escapes, but the figures furnished suggest lack of

supervision, and the Inspector-General will be requested to scrutinize them in detail and communicate with those District Magistrates in whose charges supervision appears to have been defective.

Government have already issued general instructions in their Proceedings No. 1775, Home (Judicial), dated 6th August 1919, and they desire again to impress upon all heads of consuming departments the duty of consulting the Jail Department and giving the longest possible notice of their requirements to the Inspector-General. It is understood that arrangements have already been made with the Surgeon-General for the standardization of indents for hospital clothing.

The Government are in agreement with the Inspector-General's comments on the unfavourable results attributable to the absence of experienced jail medical officers and they hope that before long it will be practicable to bring the Indian Medical Service personnel of the Jail Department up to full strength with a resultant improvement in the statistics of mortality and sickness.

The complete failure of official visitors to inspect the District Jail at Madura, is especially unsatisfactory in view of the comments made in regard to the same defect in paragraph 5 of G. O. No. 1251, Home (Judicial), dated 2nd June 1919. Under rules 21 and 22 of the Madras Jail Manual it is the duty of sessions judges, district magistrates and subdivisional magistrates to visit the jails at their headquarters at least twice in each quarter of the year unless they are prevented by absence or other unavoidable cause. The explanation of the officers responsible for the complete disregard of this explicit instruction will be separately obtained.

Jail Administration in the Punjab.

GOVERNMENT REVIEW ON THE REPORT FOR 1919.

Of the 19,236 prisoners admitted to Jail 62 were under the age of 16 as against 47 in 1918. The Lieutenant-Governor trusts that Magistrates will continue to take adequate care when deciding to sentence juvenile offenders to terms of imprisonment rather than send them to the Reformatory School. The Borstal Jail shows marked signs of development and every effort is being made to reform the inmates. The scheme of conditionally releasing Borstal boys and sending them out for employment (generally under the Municipality of Lahore or in the North-Western Railway Workshops) has met with great success and excellent reports have been received about their conduct and discipline. The Lieutenant-Governor has lately had before him various proposals for the improvement of the Borstal system as applied to the Punjab, and has decided *inter alia* to use the terms Institute and Inmates instead of jail and prisoners and to remove the existing ban against employment in Government offices of lads, who have been detained in the institute. The Dhariwal Camp Jail, which had provided a large number of juvenile labourers to the Dhariwal Woollen Mills, was closed on the 20th April 1920, and the

inmates were returned to the Borstal Institute. It is satisfactory to note that several lads after release from this jail stayed on at the mills as free labourers.

Jail expenditure.

The expenditure during the year increased from Rs. 14,42,805 to Rs. 17,14,313 and the cost per head from Rs. 102-7-2 to Rs. 113-9-6 owing chiefly to the increase in the number of prisoners and in the cost of all necessaries. The daily average cost of feeding a prisoner rose from one anna seven pies to two annas one pie, involving an increase of Rs. 2,13,696 in dietary charges.

Jail Administration in Bengal.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1919.

Admissions in the past year were 4,905 more than in the preceding year, but the situation was relieved by the release of 2338 prisoners on the occasion of the Peace Celebration and the grant of partial remissions of sentence to 8,000 others; this resulted in the average daily population being reduced to 15,887 or 874 less than in the preceding year.

It is satisfactory that the number of jail offences further decreased as compared with the previous year, the ratio of total punishments to daily population being 135 as against 142 in 1918. The penalty of whipping was inflicted in 40 cases, as compared with 42 in the previous year.

The year was not a healthy one, though the number of admissions to hospital decreased, and the daily average number of sick was 878 against 963 in the previous year, the death rate rose from 21.3 to 22.9, the total number of deaths being 365 against 358 or higher than in any of the previous four years.

The popularity of the wheat scale dietary continues. The use of wheat at one daily meal in lieu of rice has extended and considerably more than half the prisoners have now voluntarily adopted this diet. Statistics show that the incidence of bowel complaints is apparently less among them than among those on the ordinary rice diet. The average cost per prisoner on rice diet was Rs. 4-8-7 and on wheat scale diet Rs. 5-2-10.

The Juvenile jail at Alipore continues to do good work. The star class system instituted during the last few years has worked fairly well. The school which was started experimentally for the benefit of the inmates of the jail having proved a success has been made permanent and hopeful results in physical and moral training were obtained. The Prisoners Aid Society and the "After-care Association" whose object is to provide work for juvenile prisoners on release are rendering useful assistance, but there is still much scope for better organization and more practical sympathy from the public. The value of the quinine sold by the jail during the year amounted to over Rs. 5 lakhs, the profit on which exceeded Rs. 2 lakhs.

JUDICIAL.

Revision of the Judicial System in Burma.

GOVERNMENT RESOLUTION.

The question of the revision of the judicial system in Burma has engaged the attention of the Local Government for many years. The main obstacle to effective action has been the necessity for separate treatment for Upper and Lower Burma, and it is only within a comparatively recent period that it has been deemed feasible to assimilate the judicial systems of the two portions of the Province. The revision which is being taken has fallen naturally into three parts, concerned respectively with—

- (i) judicial control;
- (ii) the superior judicial services;
- (iii) the provincial and subordinate judicial services.

The revision of the system of judicial control, including the establishment of a High Court for the Province, and of the superior judicial services, cannot be effected without legislation, and the Government of India are being addressed in these respects. The revision of the administration of the Sub-Divisional and Township Courts falls within the powers of the Local Government, and the nature of the changes to be effected in these courts is set forth in this resolution.

The two objects which the Local Government has sought to achieve in the course of the revision are—

- (i) the assimilation of the judicial systems of Upper and Lower Burma,
- (ii) the relief, to the greatest extent possible, of executive officers as far as possible of civil judicial duties, and the creation of as many posts as possible, the incumbents of which will spend the whole of their time in the disposal of civil judicial business.

Complete achievement of either of these objects is impossible for the present, and the Local Government has contented itself with making the furthest step forward in these directions which circumstances allow. The Honourable Judges of the Chief Court and the Judicial Commissioner, Upper Burma, have been consulted, both as regards the general principles of revision adopted and the detailed application of these principles to existing Courts.

The revision with regard to Sub-Divisional Courts involves the transfer of the hearing of all civil suits in such courts from the administrative Sub-Divisional officers to a special Judicial officer, sitting at the headquarters of each district, and appointed to be Judge of

all the Sub-divisional Courts of the district. Where necessary, this officer will be appointed Additional District Judge and also Special Power Magistrate under section 30, Criminal Procedure Code. Where these duties are not sufficient to occupy the full time of the officer so appointed, he will also be the headquarters Assistant to the Deputy Commissioner. This arrangement permits the maximum possible transfer of Sub-Divisional civil suits to a special Judicial officer that can at present be effected. The headquarters Sub-Divisional Judge will be primarily a Judicial officer, and it is only when his civil judicial duties do not occupy his full time that he will be concerned with the performance of magisterial or administrative duties.

The revision in the case of Township Courts is necessarily of a more complex nature. There are practically no Township Courts providing sufficient civil business for a whole-time Township Judge. In order to secure that civil cases shall be heard as far as possible by purely judicial officers, it has been necessary to link a number of existing townships together for Civil Judicial purposes. It has also been necessary to classify Township Courts into three classes:—

First class.—Courts the presiding officer of which is a full-time Civil Judge.

Second class.—Courts the presiding officer of which, though not a full-time Civil Judge, is not occupied with executive functions as Township Officer or Deputy Myook.

Third class.—Courts the presiding officer of which is a Township Officer or a Deputy Myook.

Judges of first class linked Township Courts will not be peripatetic. They will sit permanently at the headquarters station of the linked townships. It is not possible to prescribe fixed headquarters for all second class linked Township Courts. Where communications between their constituent townships are not good, the presiding Judges will be peripatetic; but otherwise there will be fixed headquarters, as in the case of first class Township Courts, the headquarters being the first named place in each case.

The Local Government, the Honourable Judges of the Chief Court and the Judicial Commissioner, Upper Burma, have given the most careful consideration to the question whether the Judges of all first and second class linked Township Courts should be peripatetic, and pay visits, even if of a short duration only, to the subsidiary townships of their jurisdiction. It has finally been decided that where possible the fixed headquarters system should be introduced. This undoubtedly deprives a number of townships of a full Township Court sitting at township headquarters. Where possible, this deprivation has been remedied for litigants concerned with suits of small value, by the appointment of Additional Judges of the Township Court at subsidiary township headquarters, with powers to hear such suits. But even where such relief has not been possible, the advantages of having a Judge sitting permanently at one fixed headquarters outweigh any that may accrue from the hearing of suits by one Judge at two township headquarters. Much time is wasted, much dislocation is caused, and many suits are delayed, by the system of peripatetic

judges. Parties and witnesses may have to go further to the Court, if the headquarters are fixed, but their suits will be disposed of more quickly, and they will not have to make, on the whole, so many journeys to Court. It is far better for litigants to make two journeys of thirty miles each to a Court in a neighbouring township, and get a suit decided at the second hearing after a duration of a fortnight, than to make four or five journeys of twelve miles each to a Court within their own township, and have to wait six weeks or two months for a decision. The system of fixed headquarters for linked Township Courts has already been tried in several such Courts as Promemawza, Paungde-Thegon and Pyu-Oktwin, and found to work satisfactorily. There is no reason to believe that it will not be found equally satisfactory in the Courts to which it is now extended.

Buffaloes Protection Ordinance (Draft).

[Ceylon.]

Whereas for the purpose of securing the supply of buffaloes available for agricultural purposes, it is deemed expedient to make provision for restricting and, if need be, prohibiting the slaughter of buffaloes: Be it therefore enacted by the Governor of Ceylon, by and with the advice and consent of the Legislative Council thereof, as follows :—

1. This Ordinance may be cited as “The Buffaloes Protection Ordinance, 1920.”

In this Ordinance, unless the subject or context otherwise requires—

The expression “local authority” denotes a person falling under any of the descriptions hereinafter following, *viz.*

- (a) Within the limits of a Municipality, Local Board or Sanitary Board, or the Board of Improvement of Nuwara Eliya, the Chairman of such Council or Board;
- (b) Outside the limits of a Municipality, Local Board, or Sanitary Board, or the Board of Improvement of Nuwara Eliya, and within the limits of a province or district, respectively, the Government Agent or Assistant Government Agent thereof.

(1) The Governor in Executive Council may, in respect of the whole Island or of any particular area or areas therein, make rules for restricting, controlling, and regulating the slaughter of buffaloes, and, without prejudice to the generality of the powers so conferred, such rules may—

- (a) prohibit the slaughter of buffaloes, except on the permit of the local authority;
- (b) prohibit the removal of buffaloes or the transport of buffalo meat from one area to another, except on the permit of the local authority;

- (c) prescribe the form of permits to be issued ;
- (d) authorize such local authorities to grant or refuse such permits absolutely or upon conditions.

(2) All rules made under the provisions of this section shall be published in the Government Gazette, and when published shall have the same force and effect as if they had been enacted in this Ordinance.

In any case in which it appears expedient so to do, the Governor in Executive Council may, by a Proclamation to be published in the Government Gazette, with respect to the whole Island or any part thereof, prohibit the slaughter of buffaloes as and from a day to be appointed therein ; and, so long as such Proclamation shall remain in force, the rules, if any, made under section 3 hereof shall be deemed to be suspended in so far as they are inconsistent with such Proclamation.

Any person committing any breach of any rule made under this Ordinance, or acting in contravention of a Proclamation made under the provisions of the above section shall be liable on summary conviction before a Police Magistrate to a fine not exceeding five hundred rupees, or to imprisonment of either description for any period not exceeding six months, or both.

This Ordinance shall not apply to buffaloes specially imported into the Island for the purpose of slaughter, but the onus of proving that any particular buffalo was so imported for the purpose of slaughter shall lie on the person who affirms it.

Statement of Objects and Reasons.

The object of this draft Ordinance is explained in the preamble. The limited supply of buffaloes available for agricultural purposes is being so seriously depleted by the slaughter of these animals for food that it is deemed necessary to take power to control, restrict, and, if need be, prohibit, slaughter.

N. B.—This Ordinance has since been passed.

FOREST.

Administration of Forest Circles.

GOVERNMENT REVIEW FOR 1918-19.

[Bombay.]

The report is of special note as dealing with an important quinquennium in the history of the Bombay Forest Department, during which a marked forward policy has been initiated, owing to the impetus given by war demands and the increasing value of forest produce.

The expenditure on new works rose from Rs. 95,000 in the previous quinquennium to over Rs. 5,70,000 in that now under review, while the bill for repairs has been nearly trebled. The most important work has been the forest railway from Alnavar to Dandeli.

For many years the small staff of highly trained Forest officers have had to devote most of their time to protection and regeneration, and the business side of this large commercial department has been neglected. Definite proposals have now been formulated for the employment of forest engineers, and for the re-organisation and considerable increase of establishment, and with the appointment of a Utilisation Conservator in February last and proposals now under consideration for supplying him with an expert agency to tackle the problems of conversion and transport, progress should be assured, as soon as the necessary personnel can be made available. In 1911-12 the expenditure on Forests stood at Rs. 26,65,000. Like other departments, expenditure had to be restricted during the war, but in 1917-18 this figure rose to Rs. 33,54,000, while in 1918-19 the figure was Rs. 78,72,000. The revised estimate for 1919-20 stands at Rs. 64,00,000, and Rs. 54,77,000 has been provided in the current budget. Similarly, on the revenue side, the revenue of Rs. 43,31,000 which was realised in 1911-12 has steadily increased to over 63 lakhs in 1917-18 and to nearly 105 lakhs in 1918-19. The revised estimate for 1919-20 showed a figure of 96½ lakhs. The figures on both sides of the account for 1918-19 and 1919-20 are swollen by the special receipts and expenditure under famine fodder operations. A revenue of 90 lakhs has been assumed in the budget estimates for the current financial year, or more than double the figure of nine years ago.

The Governor in Council is fully aware that much yet remains to be done, but is confident that when the department is handed over to a Minister under the revised form of Government, that officer will find that a quickening spirit has already been infused throughout the whole department, and that the main lines of development have been clearly marked out, so that as funds are made available for expenditure, forest revenues will increase and the full resources of the State Forests will gradually be made available to the general public.

The Governor in Council would emphasise the point that questions of policy will always remain, and differences of opinion must inevitably arise. But, forest problems which have recently come into prominence are rarely new and there is no royal road to successful administration in the real interests of the general public as well as the inhabitants of forest villages who are most intimately concerned, other than the cultivation of a true perspective and a careful preservation of the happy mean between the needs of to-day and the demands of to-morrow. The problems of forest administration must inevitably vary in each locality in a Presidency, which includes such diverse tracts as the riverain and irrigated areas of Sind, the grass producing kurans of South Guzerat and Khandesh on which Government drew so largely during the recent fodder famine, and the high jungle of Kanara with its special difficulties of labour and transport, and with its vast possibilities of response to a really adequate investment of public funds. The general principles underlying the solution of any particular problem which presents itself are clear enough, but rules which are applicable to the spice gardens of Sirsi may be wholly out of place when applied to the coast area of the same district. Grazing rules have been recently framed with a view to encourage breeders by supplying ample grazing in return for reasonable payments while making large concessions to the cattle of villagers who live in forest areas, but to the end of time much will depend on sympathetic interpretation of such rules, while permitting no laxity which may ultimately endanger the villagers' resources or lead to doubts as regards the conditions imposed in the interests of the villagers themselves. Kumki assignments in Kanara or grants of land ancillary to agricultural operations have lately come under revision, and principles will shortly be formulated, to which effect will be given by a special officer who will now be appointed, and every endeavour will be made to assist the cultivator and train him to use wisely such increased facilities as it may be possible to provide. In all these cases it is the task of Government to inquire patiently into local complaints, apply a remedy when possible, but resist mere popular clamour where compliance is dangerous to ultimate public interests. Fortunately in forest matters the task of Government is lightened by the existence of two parties, with intimate knowledge of the rival interests affected, and so long as the healthy clash of diverse opinions, representing respectively the need for restrictions and the provision of facilities is not allowed to develop into an official controversy which leaves the public in doubt as regards the policy of Government, there is safety in occasional disagreement. Conferences between Forest and Revenue officials have in the past and will, the Governor in Council is assured, in the future be of the utmost assistance to those responsible for the administration in forest areas. In other areas where administration must be simple and duality of control has its dangers, the adaptability of the Forest officer and his sympathy with other than purely forest interests has been utilised by placing him in revenue charge of a mainly forest area and the Governor in Council has only recently extended this principle in Nasik district.

LOCAL SELF-GOVERNMENT.

Local Fund Engineering Works.

ESTABLISHMENT OF AN INSPECTORATE OF WORKS.

[Madras.]

Instructions have issued from time to time to provide for the technical supervision of local fund engineering works by the officers of the Public Works Department. In view of the larger measure of responsibility and independence which is being conceded to local bodies, the Government consider that the efficiency of these instructions should be carefully examined.

In the first place the share of the Provincial revenues annually allotted in aid of local bodies amounts to a large sum of money. In the ten years, 1908-09 to 1917-18, the sum total of these grants exceeded Rs. 548 lakhs, of which Rs. 267 lakhs were grants for public works, Rs. 124 lakhs for education, and Rs. 154 lakhs for general purposes. Excluding expenditure on railways and that on works executed for local boards by the Public Works Department, the average annual allotment of Provincial revenue for the three years ending 1917-18 was, to local boards Rs. 95·6 lakhs, and to municipalities Rs. 25·1 lakhs. It is unlikely that these subsidies will decrease. The Government are responsible to the general taxpayer to see that the grants are punctually and properly expended.

Secondly, it is the declared policy of the Government to eliminate as far as possible officials from local administration. The local board president and municipal chairman of the future will be mainly responsible to the electorate and very little to the Government so far as the administration of local and municipal revenues is concerned. It would be unfair to local administrators to saddle them with heavy responsibilities without providing them with sufficient expert assistance and guidance. Particularly is this the case with municipalities of which only a few are sufficiently affluent to maintain a highly qualified engineering establishment.

Again, in paragraph 5 of its report, the committee appointed to examine the methods of local self-government in England has laid stress on the importance of loans in local and municipal finance. It may be expected that in future loans will play a large part in that finance. But municipal indebtedness is not without its dangers and local bodies will need expert help and advice in an increasing measure if the ratepayers are to be safeguarded against the risk of insolvency.

The Government consider that the instructions at present in force for the supervision of the work of local bodies by Superintending Engineers of the Public Works Department are inadequate both on

account of their vagueness and because the duties of Superintending Engineers are at present too onerous to permit them to devote to the supervision of the engineering work of local bodies the time and attention which it deserves. Some alternative arrangement seems needed and a decision is required as to the type of agency that would be best suited to maintain close touch between the Government and local authorities and to ensure co-operation and co-ordination without impairing the responsibility and freedom of action of local authorities.

The committee already referred to has recommended "a stricter enforcement than heretofore of the responsibility of the councils to maintain their essential services at a proper standard". It has pointed out that the control of the central Government is effected (in England) through the agency of auditors and inspectors. These inspectors do not (except in connexion with certain special services) 'engage in systematic or periodical inspection, but are available to hold enquiries into any question, whether of default or otherwise, in regard to which investigation is prescribed by law or is considered necessary by the central authority.' Apart from inspectors of education and public health, the central authority is equipped with a staff of inspecting engineers. In all matters which are considered of material importance to which the State contributes—such as roads—the Government exercise a very active control. The engineering inspectorate examines plans and estimates, and holds public enquiries into the merits of practically every capital work undertaken by a local authority, and no loans are sanctioned until the plans and estimates are approved. Where money is borrowed from the Public Works Loans Commissioners, inspection is made so as to satisfy the central authority that the money has been properly applied.

After careful consideration the Government feel that effective arrangements must be made—

(1) for giving technical advice not only to the local boards, but also to the local board engineering staff, on large questions of policy, methods of maintenance, etc.,

(2) for carrying out a systematic and regular touring and inspection of local fund works and of the technical branches of the local fund engineering offices,

(3) for submitting to the Government annual reports regarding district board engineers,

(4) for according technical sanction to estimates which under the rules cannot be sanctioned by local boards, up to such amount as may be fixed, and

(5) for co-ordinating the activities of the several local boards by their influence and counsel in such matters as roads.

Two alternative proposals have been made for giving effect to the objects outlined above, *viz.*—

(a) to appoint an *ad hoc* inspectorate of works consisting of about six inspectors, drawn partly from the district board engineers and partly from the staff of the Government Public Works Department ;

- (b) to create additional posts of Superintending Engineers on the cadre of the Public Works Department ; increasing the number of the circles and reducing the jurisdiction of each Superintending Engineer.

In favour of the first alternative it may be pointed out that—

(1) what is required is a regular and frequent inspection of works, extending to close and constant personal touch, and this could only be secured by the creation of a special agency ;

(2) this arrangement would best ensure personal relations being established between the inspectors and the local boards ;

(3) local boards would more easily submit to the guidance of regular inspectors of their own than to members of the Government Public Works Department ;

(4) this course would attract a better class of men for the posts of district board engineers, as some portion of the staff of inspectors will be recruited from these engineers ;

(5) the advice and supervision of Superintending Engineers of the Government Public Works Department has in the past proved ineffectual, and, if any practical benefit is to be derived, there should be a separate staff for local fund works ; and

(6) if the work of supervising local fund works, etc., is entrusted to Superintending Engineers, it is likely that in course of time these special duties would again be lost sight of.

In favour of the second alternative it may be said that—

(1) the small cadre of the *ad hoc* inspectorate would lead to difficulty in recruiting and retaining competent persons for the posts ;

(2) the Superintending Engineers in the course of their tours cover practically the same ground as the *ad hoc* inspectorate would have to and for which they will have to be paid travelling allowance ;

(3) there would be economy in regard to establishment and other charges ; and

(4) the *ad hoc* inspectorate, drawn largely from the district board engineers, will not bring to bear on their inspection and professional advice the experience and qualifications which in the aggregate are available in the existing Public Works Department staff.

The Government would at once say that in carrying out their policy it is not their intention in any way to violate the principles of local self-government. So far as local boards are concerned, the position of the district board engineers in relation to their employers, the boards, would not in any case be affected. It is, however, a fundamental principle of local self-government that the proceedings and work of local bodies should be inspectable by the agents of the central authority. The Government are prepared to meet the cost of such additional establishment as may be found necessary, either by the formation of a special inspectorate or by increasing the cadre of the Superintending Engineers, as the duties which the staff will discharge are inherent in the supervision and control by the Government of the work of local bodies.

REGISTRATION.

Registration Department.

GOVERNMENT REVIEW ON THE TRIENNIAL REPORT FOR 1917-19.

[Bengal.]

District Registrars.

The most important event of the period was the introduction from May 1919, as an experimental measure, of the system of departmental registrars, already in force in Madras, in a few districts in Bengal. District officers in these districts have been relieved of all their legal and routine duties in connection with registration. The new district registrars are directly under the Inspector-General of Registration. They perform the ordinary duties which they have hitherto performed as district sub-registrars as well as those prescribed for the district registrars. and receive a duty allowance of Rs. 100 per mensem in addition to their pay as district sub-registrars. So far as it has gone, the experiment promises well. It is, however, too soon to make a definite pronouncement as to its success or failure; much also depends upon the personnel of the existing staff. Among other important reforms the following may be noted. The power to transfer and grant leave to sub-registrars has been delegated to the Inspector-General of Registration; and the rules regarding the recruitment of sub-registrars have been modified so as to eliminate direct appointments by Government except in exceptional cases.

Work done during the triennium.

As compared with the preceding triennium, compulsory registrations affecting immoveable property increased by 2·9 per cent, and optional registrations decreased by 1·8 per cent. The total number of registrations under all heads was 4,913,594 in the period under review, showing the remarkably small difference of decrease of only 216 on the number in the preceding triennium. The receipts of the department during the past three years amount to nearly Rs. 62½ lakhs and the expenditure to Rs. 33 lakhs, leaving a surplus of over Rs. 29 lakhs. As compared with the previous triennium the receipts increased by 5·2 per cent, the expenditure by 4·5 per cent., and the surplus by 6·2 per cent.

The marked increase in the year 1919, both in the number of, and receipts from, registrations over similar statistics for the year 1918 is attributed generally to high prices and particularly to famine in Bankura, distress in Brahmanbaria, the cyclone in East Bengal, the

operations of the Calcutta Improvement Trust, and to speculation in land in Calcutta and in the 24-Parganas. On the other hand, the combined effect of these causes has been so far little more than to restore the normal conditions of the department. It was 1918 which was the abnormal year. Numbers and receipts fell in that year to Rs. $13\frac{9}{10}$ and Rs. $17\frac{8}{10}$ lakhs from Rs. $16\frac{6}{10}$ and Rs. $20\frac{6}{10}$ lakhs, respectively, in 1917 against Rs. $17\frac{7}{10}$ and Rs. $21\frac{4}{10}$ lakhs which would have been normally expected in 1918. It is remarkable that the decrease in 1918, as well as the increase in 1919, has been ascribed to adverse economic factors. This is an illustration of the fact mentioned in the resolution on the working of the previous triennium that the reasons for changes are often obscure. But it is, in the opinion of Government, more than probable that the decrease in 1918 was also largely due to the bountiful harvest which improved the material condition of agriculturists during that year.

The total number of appeals under section 72 and applications under section 73 decreased from 5,497 to 5,113. The number of prosecutions under section 83 for making a false denial of execution or false personation and its abetment rose from 86 to 202. No less than 134 cases were instituted in 1919 out of the 202 cases, and 132 cases were disposed of, of which 106 cases ended in conviction. The rules under the Registration Act were amended in 1918 so as to provide that thumb impressions should be taken of illiterate identifiers.

REVENUE.

Land Revenue Administration.

GOVERNMENT REVIEW ON THE REPORT FOR THE YEAR
ENDING 30TH SEPTEMBER 1919.

[Punjab.]

Board of Economic Inquiry.

An important feature of the year was the formation of the Board of Economic Enquiry for the scientific study of the economic problems of the province. Investigation will not be confined to rural economics, but will include urban problems such as the rise in wages and in the price of food, the housing of the poor, the retailer's profits in some selected trades, etc. Government has provided during the current year Rs. 20,000 for a grant to the Board so as to enable it to conduct research and publish the results of its enquiries. The institution of the Board has aroused interest outside the Punjab and some other local Governments have already applied for copies of the publications of the Board.

Land Improvement Loans.

The total of advances made under the Land Improvement Loans Act rose from a little less than Rs. 77,000 to Rs. 1,80,000 during the year under review. The loans were taken in practically all cases for the repair or construction of wells. Although takavi advances were made on a large and liberal scale for the sinking of wells in the Upper Chenab Colony, progress was hampered by the lack of waggons to carry coal from Bengal. His Honour is glad to notice that the increased wealth of the agricultural classes is enabling them more and more to finance their own agricultural improvements. A decrease, therefore, in the amount of loans under the Act may be due to the increased prosperity of the zamindars rather than to the diminishing popularity of the measures of assistance designed by Government. Advances under the Agriculturists Loans Act totalled just under 9 lakhs or nearly three times the sum advanced in the previous year. The increase is due to the unfavourable character of the seasons. Large sums were advanced for the purchase of fodder of which there was great scarcity in the south-eastern districts, and for the purchase of seed or cattle when good rains in the earlier part of the monsoon of 1919 held out brighter prospects for the agriculturist after a bad kharif and a poor rabi.

FINANCIAL COMMISSIONER'S REPORT.

Standing Board of Economic Enquiry.

In order to encourage the scientific study of the economic problems of the province a very important step was taken by Government shortly before the close of the year. Arrangements were made for the creation of a Standing Board of Economic Enquiry. The Board as constituted is divided into two branches which are intended to deal respectively, the one with rural investigation and problems such as the size of holdings, the economic holding, the consolidation of holdings, Agricultural indebtedness, the transfer and value of land and the incidents of tenancies, and the other with urban problems such as the housing of the poor, infantile mortality, prices of food and wages. The members of the Board are appointed partly *ex-officio* and partly by nomination by Government, the Financial Commissioners, the Director of Public Instruction, the Registrar of Co-operative Societies, and the Syndicate of the University. While the member will ordinarily each serve on one or other branch, the two branches will not be rigidly distinct but will work in co-ordination and when necessary hold joint sessions. Membership of the Board will be honorary, but Government has stated that it is prepared to finance the Board liberally in order to enable it to conduct research through the agency, when necessary, of paid investigators and to publish in a generally accessible form the results of its enquiries.

Preparation of Crop Forecasts.

Instructions were issued during the year with a view to the improvement of the existing method of preparation of crop forecasts in accordance with the recommendations of a Conference of revenue and agricultural officers and representatives of commercial firms held at Lyallpur in 1917. In order to arrive at more accurate figures in the preliminary forecasts of area, it was decided by Government as an experimental measure that in the preliminary forecasts of wheat and cotton for the colony districts the estimate of area should be built up from estimates made by patwaris. The Conference of 1917 had further suggested that the estimates of outturn contained in the final forecasts were defective :—(1) because the original percentage estimates are framed with reference to the various ideas of what is a normal crop entertained by the numerous tahsildars employed in framing them, whereas the normals with reference to which the percentage estimates are subsequently converted into maundage estimates are fixed quantities which may be quite different from the normals assumed in the original estimates, (2) because little or no use is made of the special knowledge of officers of the Agricultural Department. It has therefore been decided to have the original estimate made by the tahsildars in munds and seers per acre, no standard or normal being laid down for their guidance. In order to associate the Director of Agriculture and the officers of his department more closely in the work of estimating outturns it has been decided

that, as a rule, the Director of Agriculture should in future prepare the final forecasts of all crops which are at present prepared by the Director of Land Records. Steps are also being taken by which officers of the Agricultural Department when on tour will take every opportunity of testing the capacity of tahsildars and other revenue functionaries to estimate outturns in maunds and seers and of instructing these officials in the best methods of making such estimates. The Agricultural Department is at present working out a scheme for arriving at standard outturns by proper crop experiments in fields selected so as to leave as far as possible only the errors of random sampling and to minimise these. Such experiments are highly desirable both from the point of view of agricultural science and development as well as from that of revenue administration.

PART IV—Miscellaneous.

THE REPRESENTATIVE ASSEMBLY.

Birthday Session—25th May 1920.

ADDRESS OF THE DEWAN OF MYSORE.

It is my valued privilege to welcome you by the gracious command of His Highness the Maharaja, to this, the first Birthday Session of the Representative Assembly. The principal business before you at this Session is the consideration of the State Budget. As the main economic effects of the great war which are now convulsing the world and causing an unsettlement in its economic organization have affected our finances in a marked degree and necessitate a careful examination of our position, I propose chiefly to place before you, on this occasion, a survey of our present financial situation, reserving other topics of administrative interest as usual for the Dasara Session.

Preliminary.

I will, however, preface my remarks with a few words regarding the general seasonal conditions and the food situation which are dominated by the factor of high prices which, as you will see, has also had a governing influence in the preparation of the State Budget during the current year. The agricultural season last year was very propitious, the yield in food grains having been estimated at 6,800,000 pallas of ragi, 4,100,000 pallas of paddy and 1,200,000 of jola, as against 3,000,000 pallas of paddy and 700,000 pallas of jola obtained during previous year. The yield was not only satisfactory, as compared with that obtained in 1918 which, as you know, was a year of scarcity, but proved, except in regard to paddy of which slightly higher yields were obtained in 1916-17 and 1917-18, to be the most satisfactory outturn in food crops realised within the last five or six years. I wish I could state that this bountiful harvest was followed by a general lowering of prices. Contrary to all our hopes, the prices, though declining from the almost famine rates to which they had soared up in July 1919, have yet showed no tendency to come down to the normal and remain at present on an average at about 113 per cent above the pre-war level as against 143 per cent in July last. It has been found necessary to continue to maintain all restrictions against the export of food grains,

and local supplies have been augmented, as the only effective means against profiteering, by large imports of rice from Burma totalling up-to-date to 45,750 tons, costing 70 $\frac{3}{4}$ lakhs of rupees.

It was pointed out at a discussion on the question of high prices in the Imperial Legislative Council in September last that it generally took two or three good harvests to bring about a lowering of prices consequent on a year of scarcity. Let us hope that the present year will also prove as propitious as the last and the slight tendency towards a decline now being manifested in the prevailing market rates for food grains will be more marked in the future.

You will be glad to hear that the public health has been on the whole satisfactory. Funds have been placed at the disposal of the District Boards and City Municipalities for preventive and precautionary measures, should however any emergency arise. The Government have accepted the main recommendations of the Medical Relief Committee, which will be carried into effect as funds become available. It is also under contemplation to build a thoroughly up-to-date hospital at Shimoga to serve the needs of that Malnad District. The constitution of the Malnad Improvement Committee has been entirely recast, with a Member of Council as Chairman, in order that the peculiar and difficult problems, awaiting solution before the natural resources of that area can be fully utilised for the development of that part of the country, may receive the continuous attention of Government.

I shall now come to the Budget.

Budget, 1919-20.

The revenue for the year 1919-20, according to the revised estimate framed on the basis of the actual realisations of the first eight months of the current official year and the probable receipts of the remaining months, is Rs. 329 lakhs as against a budget estimate of Rs. 313 $\frac{2}{3}$ lakhs. The gross expenditure during the year was Rs. 372 lakhs of which Rs. 38 $\frac{1}{3}$ lakhs are met from the departmental balances and reserves established under the scheme of Financial Settlement so that the net expenditure debitable to revenue is about Rs. 333 $\frac{2}{3}$ lakhs resulting in a deficit of Rs. 4 $\frac{2}{3}$ lakhs. The budget provided for a gross expenditure of Rs. 354 $\frac{2}{3}$ lakhs of which Rs. 40 $\frac{1}{3}$ lakhs were debitable to departmental balances and reserves, leaving a deficit of about rupees two-thirds of a lakh.

The deficits of both the budget and the revised estimates are *account* deficits which are the result of a series of somewhat complicated transactions involving credits to various departmental balances and reserves from the revenues of the year as well as debits to such reserves and balances, and do not represent the net financial results after meeting expenditure incurred from the revenue realised during the year as ordinarily understood. It will help us to correctly appreciate the actual result of the transactions of the year if we should eliminate from our consideration for a moment all the intricate additions to and subtractions from the reserves and assume that all the expenditure actually incurred during the year was first met from the revenues realised before trenching on the accumulations of past years.

The budget of the current year provided for a revenue of Rs. 313 $\frac{3}{4}$ lakhs and an expenditure on Service Departments of Rs. 309 $\frac{3}{4}$ lakhs resulting in a surplus of 3 $\frac{3}{4}$ lakhs of rupees, the *account* deficit of rupees two-thirds of a lakh being the result of the addition of 4 $\frac{1}{2}$ lakhs to the reserves more than the year's contribution to them. Owing to the favourable revenue position of the year to which I shall refer presently, the revenues were Rs. 15 $\frac{1}{3}$ lakhs better than the budget, whilst the expenditure although differing widely under particular heads was about the budget figure being Rs. 309 $\frac{3}{4}$ lakhs. The actual result of the transactions of the year is therefore a surplus of Rs. 19 $\frac{1}{2}$ lakhs as against an anticipated surplus of Rs. 3 $\frac{3}{4}$ lakhs, the account deficit already referred to being only the result of a contribution to the reserves of Rs. 24.22 lakhs in excess of the withdrawals, whilst the surplus revenue available for net credit to them was only Rs. 19 $\frac{1}{2}$ lakhs.

The following statement brings out the financial results of the transactions of the year as compared with the anticipations in the budget:—

	Budget estimate	Deficit or surplus	Revised estimate	Deficit or surplus
	IN LAKHS			
Total revenue	313.66	.....	329.02	.....
Total expenditure under service heads.	309.83	Surplus of 3.83	309.51	Surplus of 19.51
Add—Total amount credited to balances and reserves.	44.80		62.58	
Total gross expenditure ...	354.63		372.09	
Deduct—Expenditure met from balances and reserves.	40.33		38.36	
Net expenditure met from current revenues.	314.30	Deficit as per estimate of 64	333.73	Deficit as per estimate of 4.71

It will be observed, therefore, that the position according to the revised estimate, from the point of view of expenditure on Service Departments, is one of a surplus of 19 $\frac{1}{2}$ lakhs and the *account* deficit arises as a result of certain contributions to reserves, recommended to be maintained by Mr. Datta under the scheme of Financial Settlement. The actual revenues of the year have proved to be much better than the expectations formed at the budget time last year, in spite of the fact that a fresh and unforeseen source of loss involved in the rise in exchange has threatened to cripple our resources which yield a revenue in sterling.

All the main heads of revenue, with the exception, of course, of those which yield a return in sterling, have contributed to the rise in revenue. There is an increase of Rs. 1.43 lakhs in Land Revenue, as the favourable agricultural season last year, coupled with the high prices still prevailing, has made it possible for the raiyats to pay in a part of the suspended collections of 1918-19. And a noticeable increase of Rs. 4.45 lakhs under Forest, is chiefly due to high prices realised on the sale of tangadi bark owing to expectations of renewed activity in the tanning trade on the withdrawal of Government

control. Although the revenue under Stamps is not as high as might be expected and to the improvement of which Government are directing their attention, it is a source of some gratification that the revenue is steadily improving having risen from Rs. 11½ lakhs in 1916-17 to Rs. 12½ lakhs in 1917-18, to Rs. 12¾ lakhs in 1918-19 and to Rs. 15 lakhs in the current year. The rapid growth of this revenue in the current year which is also a marked feature of the revenues of the Provincial Governments in India is no doubt due to greater activities in trade and commerce after the termination of the war.

The surplus revenue of the Assigned tracts for the year 1918-19, according to the *pro forma* account recently sent to Government, is Rs. 9·83 lakhs being Rs. 7·83 lakhs better than the budget. The revenue last year was Rs. 7·45 lakhs so that the increase over the budget is not due to any sudden growth but to an under-estimation last year. The receipts under Interest have exceeded the budget anticipation by Rs. 4·80 lakhs, of which a little over Rs. 3½ lakhs is due to the transfer of receipts under Sandal Oil Factories to this head on account of interest on the working capital advanced to the factories since July 1917. The balance is due to the interest earned on the investment of a part of our cash balances in London in short-term deposits. The revenue under Railways has shown a gratifying increase of Rs. 5·93 lakhs, rising from Rs. 12·52 lakhs expected in the budget to Rs. 18·45 lakhs estimated in the revised. As it was uncertain how far the Railways would recover from the traffic restrictions imposed during the war, the budget provided for a gross yield of Rs. 55·35 lakhs. It is, however, expected to amount to Rs. 57·70 lakhs, the increase being due to the rapid trade recovery and to larger receipts under passenger fares. The working expenses have also declined owing to the difficulty of effecting repairs and renewals, and the rise in exchange during the year has contributed to a saving of Rs. 1·60 lakhs in the guaranteed interest paid to the holders of the Southern Mahratta Railway bonds. The members will be glad to hear that the railway property of Government gives evidence of proving a growing source of revenue. The gross revenue has increased from Rs. 46·54 lakhs in 1917-18 to Rs. 53 lakhs in 1918-19 and to Rs. 58 lakhs in the current year. Apart from the increase foreshadowed by larger gross receipts which may be expected to be maintained in the future, there is a permanent increase of Rs. 2 lakhs owing to the decrease in the guaranteed interest and the surplus profits payable to the Southern Mahratta Railway Company, consequent on the transfer of the branch lines to State management in October last year. It should not, however, be forgotten that the Open Lines will require greater attention by way of repairs and renewals which could not be carried out during the war and also that a larger provision of rolling stock is necessary to cope with the increased traffic that will undoubtedly follow in the years to come.

The increases in revenue I have referred to above, together with the higher yield of Rs. 26,000 under Registration charges, account for about Rs. 26·70 lakhs in excess of the budget. There was also

an increase of Rs. 2 lakhs under departmental receipts comprising chiefly of larger receipts under Courts of Law, from School and Examination Fees and also from the sale of Amrut Mahal bullocks and on account of improvement in the yields of Government Military Grass Farms.

You will remember that in my last Dasara Address to this Assembly as well as in my remarks made at the meeting of the Legislative Council in March last, I alluded to the loss which threatened the revenues of the State as a result of the depreciation in sterling. As you are aware, the main items of our revenue which are realised in pound sterling in England are (1) the royalty payable by the Gold Mining Companies, (2) the receipts on account of electric power sold to the mines, and (3) the realisations on the sale of sandalwood oil.

The average annual income in rupees under these heads was about sixty lakhs at the old rate of 1s. 4d. the rupee. Although this rate had gone up by 2d. when the budget estimates were presented to you last year, there was still no reason at the time to anticipate the phenomenal rise in the exchange value of the rupee which has taken place subsequently. As you are probably aware, the rate for Council Drafts advanced to 1s. 8d. in May 1919 and was followed by further rises of 2d. each month in August, September, November and December when the rate stood as 2s. 4d. The report of the Committee on Indian Exchange and Currency was followed by further disturbances in the exchange position. The Government of India have however accepted the recommendations of the Indian Currency Committee and we may, for the purposes of our budget, accept the exchange rate as 2 shillings the rupee.

The decrease in receipts under these heads in the current year amounts to Rs. 13.47 lakhs, of which about Rs. 10½ lakhs, is entirely due to the rise in the exchange value of the rupee, and the balance to the diminished receipts under Sandal Oil Factories owing to the smaller disposals of the oil and the transference of receipts in the current year to the head of Interest on account of the provision of working capital in previous years. The loss by exchange would have been greater by another three-fourths of a lakh which has been avoided by an arrangement with the Mining Companies by which payment in rupees is made in India, of the royalty on half the out-put from the Mines sold to the Government of India since May last. This loss on exchange is calculated on the basis of 2 shillings to the rupee or Rs. 10 to the sovereign as against the rate of 1s. 6d. or Rs. 13-5-4 to the sovereign which was the rate prevailing at the time the budget was framed last year. The permanent loss to the State owing to the rise in exchange from 1s. 4d. to 2s. the rupee, after allowing for diminished payments under guaranteed interest and cheaper cost of European materials required by Government, has been calculated to amount on an average to 16 lakhs of rupees per annum. I should also state that the loss assumed in the Revised Estimate is purely a hypothetical figure based on the assumption that the foreign exchange rate of 2s. to the rupee will be established before very long and that our funds now locked up in London can be transferred, should

we desire to do so, at this rate to India. As the present rate is above 2s. the loss involved in the remittance of our sterling revenues may be larger. I shall refer later on to some of the measures which Government have taken to reduce the loss which the State has sustained as a result of the rise in the exchange value of the rupee.

It is not necessary to take up much of your time by any lengthy explanation of the particulars relating to the expenditure during the year except as to one or two points, as the detailed figures will be found in the budget which is already in your hands. I have already stated that the aggregate expenditure under service heads was nearly equal to the budget provision, although there was large variation in details. There was a saving of nearly a lakh of rupees under Land Revenue owing to some savings in the amount provided for the re-organization of the Revenue Survey Department, the expenditure on 'phod' work and the postponement of the Civil Service re-organization. The reduction in the outlay on printing paper contributed to a saving of Rs. 1.16 lakhs under Printing and Stationery, and there were lapses of about two lakhs under Education, Rs. 70,000 under Agriculture, and a little over Rs. 3½ lakhs under Local Self-Government. The charges under Interest were in excess of the budget provision by about Rs. 2½ lakhs owing to the adjustment of the interest on the Insurance Fund for the last two years owing to the fact that the interest for 1918-19 was not adjusted in the accounts of that year. There was an increase of Rs. 4½ lakhs under General Administration, chiefly due to the expenditure in connection with the reception of His Excellency the Viceroy, for which only a lakh of rupees was provided in the budget. There was a net increase of Rs. 70,000 in the expenditure on the Army owing to the adjustment of arrear bills relating to Field Service Charges and an increase in the cost of the feed of the ponies and bullocks of the Transport Corps.

The budget had provided for an expenditure of Rs. 12 lakhs on account of Grain and War allowances, as well as of Rs. 2½ lakhs on the probable loss on Food Control operations, from the Famine Reserve Fund which amounted at the commencement of the current year, to about Rs. 39 lakhs. As some of you are probably aware, this fund is being built up for the last 13 years at the rate of Rs. 2 lakhs a year which was within recent years increased, under the advice of Mr. Datta, to Rs. 5 lakhs. The fund is wholly held in liquid securities and the interest realised is also credited to the fund. The peculiarities of our geographical position render nearly every season a source of anxiety to both the Government and the raiyat and it is essential that the Famine Insurance Fund, which is the one essential reserve required for the financial stability of the State, should not be interfered with too lightly but should, on the other hand, be considerably strengthened so that it may mount up to 100 lakhs as rapidly as possible and be always held in securities that are readily realisable. In British India, as pointed out by Mr. Datta, the grant for Famine Insurance is not funded but utilised for the construction of productive public works, with the idea that the State is relieved from the necessity of borrowing to the extent of these amounts in normal years and

that when famine actually comes upon the land involving the necessity of heavy borrowing, the debt incurred can be set off against the amount which the State did not borrow in normal years on account of the construction of productive public works. Our policy is essentially different as we do not desire to borrow in a famine year. We have to keep funds always ready for such a dire emergency. It was therefore considered inadvisable to trench on the resources of the fund for the grant of the War and Grain Compensation allowances and also for the charges connected with the measures relating to food supply and the entire expenditure aggregating to about Rs. 14½ lakhs has been met from current revenues.

Budget, 1920-21.

The full effects of the abnormal rise in prices consequent on the War combined with the great drop in our revenue as a result of the fluctuation in the exchange value of the rupee, will render the year 1920-21 memorable in our financial annals. The Government have, after careful consideration, decided to budget for a deficit during the year. As against the revised estimate of Rs. 329 lakhs during the year, the budget for 1920-21 provides for a revenue of Rs. 315 lakhs. It has been deemed advisable to anticipate and provide for the full loss on exchange, although it is possible that some of the measures that Government have adopted in this connection may slightly reduce it. It has also not been deemed safe to expect a continuance of increased receipts under Railways and some of the principal heads of revenue in the absence of definite data giving any indication as to their course in the near future. The total gross expenditure provided in the Budget is Rs. 387½ lakhs, of which Rs. 62.99 lakhs are met from departmental balances and reserves, the net expenditure debit-able to current revenues being Rs. 324½ lakhs involving a deficit of Rs. 9.36 lakhs.

As I observed in analysing the figures of the current year, the deficit shown in the budget is only an *account* deficit, the result of additions to and subtractions from the various balances and reserves maintained under the scheme of Financial Settlement.

The actual expenditure under Service heads is proposed to be Rs. 336 lakhs, the contributions to the reserves and balances being Rs. 51½ lakhs, giving a total gross expenditure of Rs. 387½ lakhs. Of the sum of Rs. 336 lakhs proposed to be expended on Service heads during the year, Rs. 15.67 lakhs represent the surpluses of previous years added to the credit of departments. In regard to the utilization of such balances, Mr Datta says: "Under the scheme, a surplus actually obtained in any year will not lapse at the end of the year, and so far as it has been allotted to a particular group of departments will not appear as a surplus in the accounts. It will be available for expenditure in future years and when spent, will not produce a deficit in the general accounts of the year in which the expenditure is incurred." The real net expenditure during the year, after deducting from the total expenditure under Service heads the balances credited

during the previous year, is, therefore, about Rs. 320·34 lakhs, resulting in a small deficit of about Rs. 5 lakhs.

I shall now proceed to briefly explain the salient features of the revenue and expenditure sides of the Budget. The receipts under Land Revenue are expected to be about a lakh less than the revised estimate for the current year owing to the absence of arrear collections. A big fall of Rs. 11 $\frac{3}{4}$ lakhs is expected in the receipts under Forests, as two-thirds of the amounts due under tangadi bark leases would have been collected this year. An excess of Rs. 2 lakhs is expected under Excise, allowing for its normal growth. The Income-tax Bill is likely to be passed into law before the end of the year and the receipts under this head are expected to amount to about Rs. 6 lakhs. The Budget provides for a receipt of only Rs. 8 lakhs from the surplus revenues of the Assigned tracts as against Rs. 9·83 lakhs in the revised estimate. The receipts under Mining Revenue and Cauvery Power allow for the full decline on account of the loss on exchange, the receipts on account of sandalwood oil showing an improvement of Rs. 1 $\frac{1}{4}$ lakhs over the revised as there will be no arrear interest charges to pay. The net receipts from Railways are expected to amount to about Rs. 17 lakhs as against 18 $\frac{1}{2}$ lakhs in the revised.

An excess of a little over a lakh is allowed in the expenditure under Land Revenue with a view to expedite Revenue resettlements which are largely in arrear and also to provide for phod work. The expenditure under Forests provides for an increase of Rs. 2 $\frac{1}{3}$ lakhs for the cost of fuel required for working the Benkipur Iron Works and also for opening a fuel depot in Bangalore City. The charges under Stationery and Printing are likely to be exceeded by a lakh and a half owing to the increased cost of paper. An allotment of Rs. 23 $\frac{1}{4}$ lakhs has been provided under Miscellaneous to provide for the enhancement of allowances to the subordinate services and also to meet the cost of food supply operations. The provision under Medical has been increased by Rs. 1·39 lakhs to provide for the opening of six new dispensaries, to obtain an adequate supply of European medicines and also to meet the enhanced dietary charges consequent on the rise in prices. The grant under Education has been enhanced by Rs. 4 $\frac{1}{4}$ lakhs mainly to provide the department with sufficient funds to carry out the orders of Government on the Educational Memorandum, and that on Agriculture has been added to by a lakh and a half with a view to afford funds for the development of Sericulture and provide the necessary equipment to the Animal Husbandry Expert recently appointed by Government. The allotment under Army has been increased by nearly Rs. 2 lakhs to meet the arrear bills relating to Field Service and demobilisation charges and also the extra cost of the feed of the ponies and bullocks consequent on the rise in prices.

The main characteristics of the revenue and expenditure position of the State during the current and ensuing years which I have endeavoured to place before you suggest a few general observations. The revenue realised in 1919-20 is Rs. 329 lakhs, while the expenditure under service heads is Rs. 309 $\frac{1}{2}$ lakhs leaving a surplus of Rs. 19 $\frac{1}{2}$ lakhs.

In spite of the fact that the heads yielding a revenue in sterling have only been able to offer an attenuated contribution in consequence of the loss in exchange, it has been possible to provide from current revenues for an extraordinary expenditure aggregating to about Rs. 30 lakhs in the grant of allowances to low-paid servants, the operations connected with food supply, the visits of distinguished personages and extraordinary Army and other charges without at the same time restricting the expenditure on measures connected with the moral and material improvement of the people. We do not however expect we shall be able to do this next year as the full consequences of the loss on exchange and of the high level of prices on our revenues and expenditure will have to be allowed for. The Committee on Indian Exchange and Currency were led to recommend a high exchange rate for India, among other reasons, as it would not only serve to keep down prices, but also effect a saving in the Home Charges payable by the Government of India, setting free a considerable surplus revenue for furthering the development of India. The irony of our situation is that, while the full effects of the rise in prices is felt in every department of Government activity, the high exchange rate has operated to create a sudden drop in our finances. In spite of the fact that the normal expenditure of Government in all directions has increased largely owing to the high level of prices, they have felt bound to provide a sum of Rs. 20 lakhs for a revision of the allowances of their subordinate services. Under these circumstances, the Government anticipate a net deficit of about Rs. 5 lakhs after allowing for a slender contribution of Rs. 6 lakhs which is expected to be obtained from the Income-tax during the first year of its levy. The most hopeful feature of the situation is the tendency, so clearly exhibited in the revised estimates of the current year, in our finances to exhibit a healthy growth in response to the stimulating effects of general agricultural prosperity and trade revival. In this view, it is probable that the prevailing high prices, about which complaints will continue to be heard till there is a general re-adjustment of wages to the increased cost of living, will contribute materially towards the economic betterment of our land. In this connection, I may quote a few words from the speech of the Hon'ble Mr. Mant the other day in the Imperial Legislative Council. Mr. Mant said: "If there is a permanent rise in the value of India's products which are mostly derived from the soil, without a corresponding increase in the cost of her imports, the future may be regarded as hopeful. In the past, the poverty of the agricultural classes has been the chief obstacle to the spread of education and the introduction of improved methods of cultivation. If the profits of the cultivator are increased, he will be able to afford better education and better methods and these in turn will still further raise his income and his standard of living". Apart from the normal growth of our finances, we may feel sure that increased returns will soon be coming in from the extensions to the Hydro-electric Installation at Sivasamudram and other productive works which are being pushed to completion so as to yield as soon as possible a return on the capital expenditure that Government have

spent on them. Government also expect that as soon as normal trade conditions are restored, a keener demand for Mysore sandalwood oil may be expected from all the chief markets in the world resulting in enhanced profits from this valuable monopoly.

I may here perhaps touch briefly upon some of the measures that Government have actually pushed forward with a view to reduce the loss on exchange. You are aware that we now pay annually about Rs. 5 lakhs to the holders of the Southern Mahratta Railway Bonds and the high exchange rate has made it advantageous to purchase as many bonds as possible in order to obviate the payment of interest. Government now hold bonds of the face value equivalent to one-fifth of the total issue and the saving in interest effected thereby will be a distinct gain. As the guaranteed rate on the bonds is only 4 per cent, it is expected that the high cost of money in England will throw a larger proportion of the issue on the market and we may expect to be soon relieved from the burden of interest charges which would otherwise continue till the date of redemption. I may state that the Sinking Fund already accumulated for the discharge of this loan is expected to be sufficient for buying up the bulk of the debentures. The Mines have been able to effect an arrangement under which they are able to sell three-fourths of their output to the Government of India, and we have arranged that our royalty should be paid in rupees in India to the extent of their sales to that Government. We have also urged a reconsideration of the rates for electric power which were determined when the sterling rates in which they are expressed meant a legal tender readily convertible into gold and the matter will be pursued till a satisfactory decision is reached.

General.

I hope the foregoing survey of our financial situation has helped you to visualise our present position and you will doubtless agree with me that there is little need for anxiety, much less for panic, in regard to our finances. The Government do not therefore feel justified in crying 'halt' to their schemes of educational and agricultural improvement, although they consider it wise to slacken the pace. It is impossible for us to stand still—and I believe I have shown that there are no grounds to warrant our doing so—while we see our neighbours in British India so manfully providing for the development of public administration in all directions. Government are fully convinced that if our administration should continue to be progressive, the prospect of a growth in public expenditure shall have to be faced. But however, if it is wisely directed, which I may say has always been the aim of Government to do, with the co-operation of this Assembly and the assistance of an enlightened public opinion, there is no doubt that whatever expenditure is incurred will be accompanied by a more than corresponding increase in the national wealth so that the proportion of the national income spent on Government expenditure will go on gradually diminishing in the years to come. I feel it necessary, before I proceed, to correct a

possible misapprehension. It is not proposed to overlook waste or extravagance in any department entrusted with the expenditure of public funds. The Finance Committee who have cordially and zealously co-operated with the officers of Government in preparing the State Budget and whose labours in the public interest I am glad of this opportunity to bring to your notice and also to acknowledge with gratitude, will be requested to scrutinise the expenditure of every department of Government with a view to help Government to check waste or extravagance and recommend all possible retrenchment in public expenditure so long as it is not likely to interfere with departmental efficiency.

I daresay you would like me to say something about the Financial Reserves which have been mainly built up during the last four years as a result of the Financial Settlement. The reserves and departmental balances at the end of the current official year will amount to Rs. 139·79 lakhs. The particulars are as follow :—

	Rs.
1. Amount at credit of departmental balances.	20,84,000
2. Reserve for Interest on Capital expenditure...	9,27,000
3. Special Reserve for Extraordinary expenditure	3,97,000
4. Famine Reserve	45,87,000
5. Mining Capitalisation Fund Reserve ...	34,00,000
6. Sinking Fund (new)	8,00,000
7. Reserve for Protective Irrigation Works ...	17,20,000
8. Industrial Development Fund Reserve ...	64,000
Total ...	<u>1,39,79,000</u>

The mention of the reserves brings me naturally to a consideration of the assets and liabilities of the State, an explanatory statement* of which as it is likely to stand on the 1st July 1920 is appended to this Address. The cash and investments in securities are expected to amount to Rs. 221·6 lakhs and consist of the amounts required as the working balance of our treasuries, the entire Famine Fund Reserve, the Sinking Fund and the amounts required to meet our obligations on Savings Banks and other debt heads. A sum of Rs. 804 lakhs has been invested in productive public works of which completed works costing about Rs. 722 lakhs, yielded a net return after meeting working expenses and depreciation charges, of about Rs. 40 lakhs in the current year. The assets in excess of liabilities are estimated at Rs. 5,85,90,000. The assets are however much larger, as the liability of Rs. 168 lakhs on account of Reserve and other Funds shown in the statement means no more than that the funds are ear-marked for expenditure on specific purposes. It is hardly necessary to point out that the assets referred to are in addition to the taxable and other sources of revenue which have, of course, been greatly increased by the stimulating effects of modern administration.

* Omitted here.

I shall close these remarks by a reference to the Public Loan which we propose to float during the course of the current calendar year. A sum of Rs. 96 lakhs is required during the current year for capital outlay on productive public works now in course of completion. The Budget gives the details which are as follow :—

				Rs.
Railways and Tramways	...	...	...	25,00,000
Krishnarajasagara Works	...	...	...	16,19,000
Electrical Works	...	...	...	20,00,000
Industrial Works	...	...	...	31,00,000
Other Works	...	...	...	1,54,000
Industrial Investment	...	...	...	3,00,000
			TOTAL	96,53,000

In his forecast of our financial position, Mr Datta arrived at the conclusion that it would not be necessary to finance capital expenditure from borrowed funds until the beginning of the year 1920-21. His forecast has proved only too correct and Government have come to the conclusion that it is inadvisable to sell the investments at their credit any further to carry out their capital programme. Mr. Datta strongly advocated the floatation of public loans for the purpose on the analogy of the procedure adopted by the Government of India which I have already referred to when dealing with the policy connected with our Famine Insurance Reserve.

It is hoped, with the help of the Government of India, it will be possible to make the issue of the Mysore Government Loan available for subscription all over India. Under existing arrangements, interest on Mysore Government Bonds is payable at all Government treasuries in British India. It is expected that the terms of its issue, which will be secured on the finances of the State, and the facilities which will be provided for its negotiability and transfer will render the loan very popular. As you are aware, we see everywhere indications that Mysore has participated in the benefits which Indian trade had largely derived from the War. Government therefore believe that the issue of a loan at this time will not only create a means for safe investment of the surplus wealth in the hands of our people which would otherwise be merely hoarded, but will also afford an increasing stimulus to the habit of thrift. It is the especial desire of His Highness the Maharaja that the public loan should be largely subscribed for in the State itself so that the profits of investment may, as far as possible, go to our own people. I am sure it is superfluous and even unnecessary for me to request your enthusiastic co-operation in this important matter.

Before I close, it is my privilege to communicate to you the joyful news that His Royal Highness the Prince of Wales has been graciously pleased to include Mysore in his itinerary in India during the next cold weather. I have no doubt the welcome news will be hailed with rejoicings in all parts of the State and that the Heir-Apparent to the British Imperial Throne, which stands for so much in the progress of humanity, will be received with great enthusiasm and demonstrations of loyalty which have ever been the characteristic traditions of Mysore.

THE MYSORE ECONOMIC CONFERENCE.

Birthday Session—1st June 1920.

PRESIDENT'S OPENING SPEECH.

Introductory.

It is my privilege to welcome you to this the Eleventh Session of the Economic Conference. We meet for the first time after the Conference has been re-organised and certain important changes have been made in its constitution. The session of the Representative Assembly has just closed. Some of you are here as elected members of that Assembly. Being concerned with the general interests of the people, that body has to deal with many questions in common with you. The object of this Conference is to give you, as representing the most important economic interests in the State, an opportunity to bring to bear on your special subjects, your expert knowledge, practical ability and experience and help the Government and their officers in formulating a comprehensive policy.

2. The Conference, as first established, was intended to provide the State with an organisation consisting of officials and non-officials interested in the economic development of the State, to study economic questions and frame schemes of improvement. There were three Central Committees consisting partly of members selected from the Economic Conference and others nominated by the President. The functions of these bodies were to be more or less advisory, though the Central Committees had authority to a certain extent to work out schemes experimentally. In the districts there were special committees consisting entirely of nominated members. In their eagerness to show practical results, both the General Conference and the Central Committees had, to a certain extent, swerved from their original advisory character, and there was in consequence considerable overlapping of functions and want of proper co-ordination between the several agencies.

3. The General Conference will henceforward not be concerned with any specific schemes of improvement. Meeting on the auspicious occasion of His Highness' Birthday, the public will, through its representatives, be taken once a year fully into confidence, as to the policy that will be adopted with regard to economic development in the State and given an opportunity to review the work done and make suggestions as to the lines of future development. The Central Boards will continue to work as permanent agencies, in close association with the departments concerned throughout the year, in studying details

of schemes and seeing that continuous attention is paid to questions of economic development.

Work done during the year.

4. The reports of the work done by the Central Boards, the departments concerned and the district agencies have been placed before you. The central organisations have shown considerable activity. In the districts, the first advance was made during the year towards effecting a transfer of the functions to local bodies and this has resulted in a certain amount of slackness during the process of transition.

5. The Department of Industries was engaged during the year in improving the Central and District Workshops, in developing the Soap, Metal and Weaving Factories and carrying on investigations into the possibilities of the manufacture of porcelain, chamois leather and glass. Besides furnishing advice on applications for loans for industrial enterprises, the most important schemes investigated by the Board of Industries are the revision of the rules relating to the grant of financial assistance to industries and the possibilities of certain mineral industries. The Board of Research devoted its attention during the year to the selection of problems relating to chemical industries in the State to be taken up immediately for investigation and the necessary preliminary arrangements to be made in that connection.

Two special committees were appointed during the year, one for working out the details of the scheme of an Industrial Investment and Development Fund sanctioned last year and the other for the further development and organisation of the Mysore Bank in order to enable it to meet the demands of trade and industries in the State in a larger measure.

6. The Department of Agriculture has, in addition to a great deal of useful scientific work, carried on operations on a large scale for the supply of good seed, chiefly ragi and sugarcane and improved ploughs and implements. It is also engaged in constructing a plough suited to local requirements. The purchase of an Austin Motor Plough with a view to test and demonstrate its utility to the ryots has been sanctioned. A Live Stock Expert has been appointed. It is proposed to organise special measures for the improvement of cattle and sheep breeding and dairying during the year.

In the Chemical section of the department, which is now under the direction of an Agricultural Chemist trained in Europe, important pot-culture experiments are being arranged for. The Senior Assistant Entomologist and the Senior Assistant Mycologist have been deputed for foreign training. Additional accommodation is being provided at the Hebbal School for opening vernacular classes in Agriculture. The departmental staff is being suitably strengthened to facilitate demonstration and propagandistic work on a larger scale.

A Japanese expert was engaged during the year for the improvement of Sericulture and the development of that industry both in regard to the increased production of cocoons and the better reeling and utilisation of the silk is receiving special attention.

The Agricultural Board has prepared final schemes for the relief of agricultural indebtedness in the malnad, settlement of criminal tribes, increase of food cultivation, provision of land for the landless classes and the development of tea cultivation. Special measures were adopted during the year for the development of industrial and agricultural co-operation and for popularising the movement among the depressed classes.

7. In regard to education, the year was mainly occupied in preparing the ground for carrying out the reforms embodied in the Education Memorandum. The Education Board besides devoting considerable attention to the examination of the proposals contained in the memorandum and the revision of the grant-in-aid code, has dealt with the question of religious and moral education, the improvement of physical training, the provision of playgrounds and the systematisation of scholarships.

8. Though prices have been ruling high for some time past and the year was a remarkably prosperous one for agriculturists and some of the measures adopted by the department such as introducing improved strains of ragi, sugarcane and paddy and of improved implements are beginning to produce their favourable effects on the yields of crops, the condition of agriculture has nevertheless remained more or less stationary. With the exception of a few notable instances of individual enterprise, the State has not shared in the industrial awakening that has marked several other parts of India. Trade on the other hand due however to conditions common to the whole of our Peninsula shows improvement. There are signs of an increasing accumulation of capital chiefly in the hands of agriculturists and persons engaged in trade. With all these advantages, it is disappointing that the people, in spite of our efforts, should not have been able to derive much benefit from the present favourable conditions and the industries of the State have made no marked advancement. The question of the improvement of the Industries and Commerce Department so as to enable it to promote the development of industries and trade in the State more effectively and the means to be adopted for starting certain large industries for which the State possesses special facilities such as Sugar Factory, Cotton and Woollen Mills, Silk Filatures, Oil and Paper Mills are now under the consideration of Government.

Work for the future.

9. We are now passing through very critical times. There is a keen struggle throughout the world to re-adjust the whole social and industrial system to the new ideals and conditions resulting from the war. Every country is making strenuous efforts to stimulate its production and gain a leadership in trade, in order to be able to meet the enormous demands made upon its financial resources by the pressure of national debts and the need for rebuilding the entire national life on a better and more abiding foundation. How to increase the character and quality of our production so as to raise the general standard of wealth and the material condition of the workers and help

the people to bear the burden of increasing prices, the best means of adjusting the demands of rural development with the urgent necessity for the increase of manufactures, how to deal with the important questions of finance, education, health and housing from the standpoint of sound social and economic progress, are problems that we are called upon to face equally with other countries and on our capacity to solve them depends the happiness and prosperity of the people.

10. I shall now refer to a few facts to show how vast the field is, that we have before us, for our own work and how easy it should be to show tangible results.

The total area of culturable waste in the State is more than 8,800,000 acres. Even as regards lands under cultivation not more than 10 to 15 per cent are cultivated up to the best standards known in the State itself. Large areas of land which are locked up as gomal and included in date groves, Amrit Mahal Kavals and other reserved areas can be made available for cultivation, if only the requirements for these purposes are carefully investigated and fixed on a proper basis.

The innate abilities of the people are allowed to run to waste for want of proper education. Nearly 94 per cent of the population is illiterate. The number of persons educated above the Lower Secondary stage forms less than one per cent of the whole population and the bulk of these have received only literary education. The number of skilled workmen is small. There are very few persons who have been trained to handle machinery and still fewer, those who can organise or manage large business concerns.

There are large portions of our forests that are suited for growing commercial crops such as tea, coffee, rubber, camphor, etc., and other areas are available for starting timber and other plantations, which are now lying unutilised for lack of enterprise. The total number of concerns employing more than 5 persons is 70 and of persons employed directly or indirectly in industrial occupations is 1,45,877. The total number of Joint Stock Companies in the State is 76. These have a total capital of about 75 lakhs of rupees. Of these companies, if we exclude such organisations as the Bank of Mysore, the two Cotton Mills, the remaining concerns are not of any great importance. The total rail-borne trade of the State including imports and exports is roughly 20 crores of rupees. There are not sufficient financial facilities for trade or industries on a large scale in the State.

11. The total value of raw materials now exported that may be utilised for industrial purposes within the State such as cotton, oil-seeds, hides and skins, silk and silk-waste, tanning materials, amounts to nearly $2\frac{1}{2}$ crores of rupees. In addition to gold, minerals of the value of 2 lakhs of rupees are sent out of the State. Much of the mineral wealth of the country remains undeveloped. Our forest resources are neither adequately conserved nor utilised. Nor, in spite of the increasing scarcity of fuel and timber throughout the State have we taken any steps for the systematic growth of masses of trees for profit on waste lands and other unutilized areas. Though several

parts of the State are suited for growing commercial crops such as sugar-cane, cotton, mulberry and tobacco, the area now occupied by these crops is less than 20 per cent of the lands suitable for such purposes.

The value of the crop produced on one acre of dry land in the State is about Rs. 15 and of wet land about Rs. 30. Comparing even within the State, the average yield of crops on the same class of land under the best methods of cultivation prevailing in the State is three to six times as great as under ordinary methods. The profits from agriculture alone could be easily doubled almost immediately even though the people follow their own old-established methods but pursue their occupations with greater intelligence and have more facilities to obtain capital. The minor industries are in a most primitive condition. Neither the number of workers nor their earning power shows any marked change from year to year nor are any attempts made to introduce new industries. The producers have no organisation to market their products and are unable, unassisted, to profit from the high prices and introduce improvements in their handicrafts. Though there is great scope for such large industries as cotton, silk, paper, woollen and oil mills, sugar factories, manufacture of leather, essential oils, medical preparations, etc., and the State has much mineral wealth, water and other sources of cheap power supply it has failed to take the lead given to it by its abundant material resources.

12. Owing to the large range and variety of subjects to be dealt with, the work of the Economic Conference has suffered from some discursiveness in the past. My object in repeating well-known facts on this occasion is to impress upon the departments and the agencies connected with the work of economic development, the great scope there is for framing their programmes in such a way as to be able to show immediate practical results. Now that the ground has been thoroughly cleared, our attention should hereafter be concentrated mostly on questions of immediate practical importance to the State and our efforts turned into directions that would enable us to show a steady advance from year to year.

Financing the work.

13. Our chief problem with regard to our further development is one of finance. Our total expenditure on education 10 years ago was Rs. 10 lakhs; 5 years after, it rose to Rs. 15 lakhs. The present year's budget provides for an expenditure of Rs. 37 lakhs for the department and of Rs. 7 lakhs for the University. Similarly, the expenditure under the various heads comprising agriculture in the budget has risen during the past five years from Rs. 3½ lakhs to about Rs. 7½ lakhs.

A sum of 3 lakhs of rupees is spent by the Department of Industries and Commerce to meet the cost of establishment, experimental and other work, in addition to the capital and revenue account of concerns worked by the department on commercial lines. A sum of

one and one-sixth lakhs of rupees is spent by the department of Co-operation and of two lakhs of rupees by the Economic Conference and its several agencies. In round figures, we spend nearly 60 lakhs of rupees every year for the advancement of education and other measures relating to the economic development of the people. Having regard to our present financial resources, this forms a very liberal contribution out of our revenues and further addition can be provided only by increasing our resources. It is therefore incumbent on the departments and agencies concerned to regard the amounts placed at their disposal as given to them for the most advantageous investment on behalf of the people and while every freedom should be allowed to them for spending money for useful experiments and for educating the people, they should be bound to justify each item of expenditure by the results they are able to show in increasing the productive capacity and efficiency of the people. They should also realise that further increase of expenditure in the departments will be entirely determined by the additions they are able to make to the resources of the State and the success of their efforts in increasing the earning power of the people.

14. In conclusion, let me commend to you the following remarkable passage from a well-known authority on economics which aptly sums up the principles that should guide our work:—

“No utilisation of waste gases in the blast furnace can compare with the triumph of making work for the public good pleasurable in itself and of stimulating men of all classes to great endeavours by other means than that evidence of power which manifests itself by lavish expenditure. We need to foster fine work and fresh initiative by the warming breadth of sympathy and appreciation of those who truly understand it; we need to turn consumption into paths that strengthen the consumer and call for the best qualities of those who provide for consumption. Recognising that some work must be done that is not ennobling, we must seek to apply the growing knowledge and material resources of the world to reduce such work within narrow limits and to extirpate all conditions of life which are in themselves debasing. There cannot be a great sudden improvement in man's conditions of life; for he forms them as much as they form him and he himself cannot change fast; but he must press on steadfastly towards the distant goal where the opportunities of a noble life may be accessible to all.”

AGRICULTURE.

Agricultural Improvements.

PROPOSITIONS SUBMITTED FOR THE CONSIDERATION OF THE MYSORE DURBAR IN DECEMBER 1888 BY COLONEL W. HILL, FORMERLY AN OFFICER OF THE MYSORE COMMISSION.

Firewood supply.

The “*burning*” question of the day which presents itself for solution in Mysore is the adequate supply of firewood to meet the necessities of the two large cities of Bangalore and Mysore and the growing wants of the Railway, Factories and Mines. This difficulty is steadily on the increase as indicated by the marked rise in the prices of fuel, it having been doubled within the past ten years. It may also be conceded that although the efforts of the State in the enclosure of Forest reserves and in the formation of plantations are most commendable, yet the quantity of trees planted does not reach a tenth part of that felled.

It is very obvious that the only plan that can in any way meet the above difficulty is to lose no time in the adoption of such measures as may enlist the co-operation of the rural population in the work of afforestation.

The aspect which most parts of Mysore present to the ordinary observer is one of desolation—great tracts of barren, brown, undulating land, broken here and there by a few tanks and cultivation along the valleys. But in Bangalore the scene changes. The once barren plain has been converted into a succession of well-wooded enclosures, forming the compounds of the European residents; and this change is one which is within the power of the raiyats to effect also, so as to alter the whole face of the country, and convert much of what is now a barren land into a *fruitful* field. The question is how this can best be done.

(a) The first measure to be undertaken is to improve the gomals or village pasture lands which now yield the coarsest and most un-nutritious form of grass, barely adequate to support the wretched breed of cattle which the raiyat is not ashamed to call his own. Each gomala should be divided into two. The upper portion may still be reserved for wet weather and general grazing purposes: while the lower-lying and better part should be set aside for forage to meet the requirements of the trying hot season. The latter must be protected by the excavation of a good sized ditch, the upper slope of which should be planted by a thickest hedge, so as to form a barrier against the inroads of cattle and goats. Corkapuli and

soap-nut would form the best and most remunerative hedge, but *cassia florida* and honge would do nearly as well, or even *lanthana* in which sandal might also be sown, failing which the two varieties of milk-hedge or aloes might be used in places where such are only available. The tract thus reserved should be marked out into allotments for each raiyat, who should be required to define the plot by planting six fruit trees such as jack, graft mango, custard apple; guava, etc., and six other trees, the black thorn (babul) and neem being preferred. Advantage should be taken of the heavy rains of the north-east monsoon to get him to plough up the land, and take off it a gram crop free of charge. The following year he should be required to encourage the growth of hariyali or good Rumna grass which he will be allowed to cut for the use of his cattle. The same system should be pursued in the following years. All that the raiyat would be required to do would be to maintain his portion of the hedge, water his trees, and weed out other grasses which would spoil the hariyali or Rumna grass: and should he fail to do so, his enjoyment of the plot should be held liable to forfeiture and transfer to any new settler in the village or any other raiyat who would undertake the task. In future years, no tree should be allowed to be felled until two others had been planted. As a direct encouragement to raiyats to undertake the work which will be arduous at first owing to the distance of the pasture lands from the village and from access to water, the assessment of their dry fields should be reduced by one-half for four years with a limit of Rs. 10-0-0 yearly in any individual case. It is not to be supposed that all this can be effected at once. A selected village in each hobli or a hobli in each taluk may be dealt with first, and more rapid progress follows on success being ensured, or perhaps it may be deemed advisable to limit operations in the commencement to the Nagamangala Taluk of the Hassan District in which the hariyali flourishes, or to the Kankuppa Taluk of the Chitaldrug District, and to the Hoskote and Dodballapur Taluks of the Bangalore District, in which the raiyats already appreciate the advantages of reserved land for forage: but these matters of detail may be left to the district officers, whose opinion on the proposal may be obtained.

(b) Another feasible measure for extension of arboriculture is one suggested by the Kurow tenure, formerly existing in the western portion of the Arkalgud Taluk, and by the well-known fact that trees flourish best by the water-side. It is proposed that each holder of dry land by the side of all rivers, nalas and tanks should be individually called upon to enclose a strip of thirty yards in width alongside such rivers, nalas and tanks, under the promise that he will be allowed a remission of half the assessment of the whole field for ten years and upon the condition that he will engage to plant up the enclosed strip with fruit trees, casuarina, honge or good timber. The experiment may be tried first in the Arkalgud Taluk and in such hoblis of other taluks in which the District and Forest officers may consider it likely to meet with success.

(c) A very simple and effectual way of making the country

better wooded would be to call upon the raiyats to plant jack and other fruit trees at each of the earthen mounds which they are required to keep in repair as boundary marks to their fields. Nurseries might be formed at taluk and hobli headquarters for the supply of graft mango plants, the cost being borne from District Funds. The health of the raiyats would be much improved by a supply of good cheap fruit, to vary their present coarse fare. It would be probable also that with improved railway communication they would be able to find a market for fruit in the Bombay Presidency.

(d) Bechirakh villages and denuded forest tracts might be dealt with in the manner proposed for gomalas. The assessment should be free for ten years and after that not exceed half of the lowest dry land assessment in taluks and the grant should be liable to be resumed if the holder omits to perform the terms of the kaul to plant up the whole within five years and not less than one-fifth each year. They should be allowed to enjoy the produce of the sigekayi (pap-nut) planted in hedges. These terms may be allowed to have retrospective effect in the case of present holders, should they agree to the conditions.

(e) The planting of avenue trees has done much to improve the face of the country: but since a few new roads have been constructed within recent years, operations in this direction have come to a standstill. Road communication cannot be said to be complete until every hobli market is connected by a road with the nearest high-road and each village is linked on. A system of railway feeders has also to be made in connection with every station. It will be a good day for Mysore when these are all completed, and they and the whole of the roads leading up to every village is shaded with avenue trees. In England, the people take the initiative in all such improvements themselves but in India they wait for the Sarkar. Seeing the large extent of country to be dealt with, the local cess was fixed originally too low to admit of sufficient progress being made at the cost of District Funds: therefore, the only alternative would be to make the raiyats do such work themselves in the same manner as was so successful in the Mysore District some years ago, the Local Funds bearing the cost of providing the bridges. In accordance with the ancient *bitti* system food should, I think, be supplied to the raiyats through the Patels when they contribute a week's labour in the year to Public Works—the cost, which would not exceed Rs. 500—for each road being met from Local Funds. In the Shimoga District where these funds are supplemented by an irrigation cess, there should be no difficulty in meeting such a charge, and in other districts in which the cess was merged with the assessment, one anna in the rupee ought rightly to be credited to the District Funds for local purposes of this nature.

(f) Equally important if not of greater consequence than any other question before the Mysore State is that of encouragement being given to garden cultivation. With the experience gained of the mistaken policy of high assessments in the past, it may be confidently expected that the matter will be dealt with by the present

administration on those broad and statesmanlike principles of *give as well as take* which should guide it in seeking the welfare of their subjects. The principle is now conceded in Ireland as elsewhere that the land-lord is justified only in taxing the land and in India in charging a water-rate for water supplied to the land, but that the tenant is fully entitled to reap *all* the benefits from his own improvements. Therefore the broad rule should be laid down that no enhancement of assessment will be made on wet and dry lands if converted into garden; and since the good done to the country by such cultivation is great and as the issue of water for irrigation is lessened, the bengar rate of assessment should only be charged for the first 10 years, till land taken up for garden cultivation comes *fully* into bearing. It may be mentioned that among other advantages derivable from increased garden cultivation are the encouragement of the growth of capital, the supply of wood to raiyats for building purposes, the growth of Sandal trees in hedges and the provision of a suitable means of livelihood to Brahmins who, though they may be regarded by district officials as troublesome, rank among the best educated and most enterprising cultivators in the country.



